

**Language Policy and Planning in Multilingual Organisations:
Exploring Language Regimes**

**Birkbeck, University of London
July 3 2017**

Organisers:

Dr L. J. McEntee-Atalianis (Birkbeck, University of London)

Dr M. Gazzola (Humboldt-Universität zu Berlin)

Programme

9.30-10.00	Registration
10.00-10.15	Welcome & Introduction (L. McEntee-Atalianis)
10.15-10.45	F. Grin (University of Geneva) <i>The relevance of an economic perspective for the evaluation of language regimes: are there any economics in Switzerland's language policy at the federal level?</i>
10.45-11.15	M. Gazzola & T. Templin (Humboldt-Universität zu Berlin) <i>Quantitative Indicators for the Planning and Monitoring of Language Policies in Multilingual Organisations</i>
11.15-11.45	Break
11.45-12.15	J. Evas (Cardiff University) <i>Automating Welsh Language Use? Increasing use of Minority Languages on Electronic Platforms.</i>
12.15-12.45	J. Lacey (University of Oxford) <i>Secession, Devolution, Integration: When Language Matters</i>
12.45-2.00	Lunch
2.00-2.30	H. de Schutter (KU Leuven) <i>Does English polycentricity in the EU reduce linguistic injustice?</i>

2.30-3.00	S. Wright & S. Berthaud (University of Portsmouth) <i>Inclusion and exclusion in the European Parliament: the linguistic dimension</i>
3.00-3.30	Break
3.30-4.00	P. Kraus (University of Augsburg) <i>Ligatures, options, and power: towards a political sociology of multilingualism in Europe</i>
4.00-4.30	L. Oakes (Queen Mary, University of London) <i>The Organisation internationale de la Francophonie and the question of pluricentric linguistic justice in the French-speaking world</i>
4.30-5.00	Final remarks & closing (M. Gazzola)

Abstracts & Biographies

François Grin (University of Geneva)

Title: The relevance of an economic perspective for the evaluation of language regimes: are there any economics in Switzerland's language policy at the federal level?

Abstract : In the case of non-corporate or non-profit multilingual organizations (states, international organizations, etc.), language regimes are mostly envisaged as more or less appropriate responses to the political and demographic conditions of the geopolitical sphere from which these organizations emanate. Developments in language policy selection and design, following in particular seminal papers by Jonathan Pool in the early 1990s, have ushered in the use of economic analysis in the evaluation of alternative language regimes. In this paper, I review the basic principles of the economic approach to language and discuss, in historical perspective, their application(s) to language regimes – first in general, then with respect to the Swiss case, with an assessment of the extent to which economic considerations actually contribute to guiding language policy orientations in the context of federal and inter-cantonal language choices in Switzerland.

Professor François Grin teaches economics and diversity management at the Faculty of Translation and Interpreting of the University of Geneva. He specialises in language economics as well as in the selection and design of diversity management policies. He is the author of numerous articles, books and chapters of books, and has steered several large-scale research projects for research agencies and international organisations. He also advises national and regional governments on language policy issues. He is the Coordinator of the MIME project (Mobility and Inclusion in Multilingual Europe, 2014-2018) financed by the European Commission under FP7.

M. Gazzola & T. Templin (Humboldt-Universität zu Berlin)

Title: Quantitative Indicators for the Planning and Monitoring of Language Policies in Multilingual Organisations

Abstract: Different countries and international organisations have formally embraced a multilingual policy. This usually implies that different official languages must be used in the everyday activities of civil servants and staff working in such organisations. Nevertheless, often in practice a very limited number of languages (sometimes just one) are actually used in meetings and for the preparation of working documents; translation and interpreting are provided only in some situations. Providing language services is costly, of course, but communication breakdowns, misunderstandings and the consequences of an unequal treatment between people working in an international organisation, or civil servants carrying out their duties in the administration of a multilingual state, can be costly too. The goal of this paper is to propose some quantitative indicators for the assessment of the need for language services and/or language training in multilingual professional contexts. These indicators can be used to describe the linguistic situation of an organisation and to plan and optimise future interventions. In other words, they are tools that can be used to assess the relevance of and the need for measures aimed at facilitating an effective and inclusive communication among people working together in a multilingual environment. A first set of indicators measures the actual degree of linguistic diversity of language regimes by focusing on the extent to which documents are translated into the official languages of the organisation considered. The second group of indicators describes the probability that people working in a multilingual organisation, given their linguistic repertoire, can communicate effectively either in one common language or relying on receptive competences.

Michele Gazzola is a research fellow at the Faculty of Humanities and Social Sciences of Humboldt-Universität zu Berlin, Germany (Research Group "Economics and Language"), research fellow at the Institute for ethnic studies ("Inštitut za narodnostna vprašanja") in Ljubljana, Slovenia. His research interests include the economics of languages, policy analysis, and language planning. He has been external consultant for different international or national organisations, including the European Parliament and the Swiss Confederation, and the autonomous Province of Trento in Italy. He is currently working on a research project on language policy, mobility and inclusion in the European Union (the "MIME" project, www.mime-project.org).

Torsten Templin is a research fellow at the Faculty of Humanities and Social Sciences of Humboldt-Universität zu Berlin, Germany (Research Group "Economics and Language"), and a PhD student at the School of Business and Economics at the Humboldt-Universität zu Berlin. Prior to that he studied mathematics and economics. His research interests include language economics and dynamics, mathematical modelling of social processes and operations research. He is also currently working in the "MIME" project.

Jeremy Evas (University of Cardiff)

Title: Automating Welsh Language Use? Increasing use of Minority Languages on Electronic Platforms.

Abstract: The legislative framework surrounding the Welsh language in Wales (Welsh Language Acts 1967, 1993; Welsh Language [Wales] Measure 2011) aimed to increase the provision of Welsh language services and to normalise their use. However, despite increased provision and a desire expressed by Welsh speakers for that provision, use of these services appears to be low.

This paper discusses the low use of Welsh language services and offers reasons and remedies for this. It proposes Behavioural Economic models as an approach (in particular the 'MINDSPACE' theory, as a lens through which to view this 'problem' and a language planning framework under which interventions could be researched. It focusses on Welsh language e-services (e.g. websites, ATMs and software) and considers potential for increasing usage through the application of Behavioural Economics. We present the results of an empirical study of 150 fluent Welsh speakers which aims to provide a direction for further research and practice.

The prevailing discourse in language planning in Wales has centred on the *provision* of Welsh language services and, more recently, a rights-based approach to language normalisation and official status. Little has been written regarding how *exactly* the service provision that has thus been achieved should be offered to the end user. This paper aims to fill that void.

Our questionnaire consisted of two main sections—an attitudinal survey and a series of graphical mock-ups of language choice scenarios for Welsh language e-services based on the MINDSPACE elements. The results show that Behavioural Economic models provide a framework for substantially increasing the uptake of Welsh language e-service provision. That our study confirms a demand for Welsh language e-services that could be converted into use of those services contravenes a persistent narrative that few people want a Welsh language service, as they are fluent in English.

Jeremy has been a Lecturer at the School of Welsh, Cardiff University, since September 2012. Prior to this he worked at the Welsh Language Board and the Welsh Language Commissioner, and was responsible for the language technology brief. His main research and teaching interests are language planning and policy, language technology, software localisation, translation software, and linguistic behaviour change.

Joseph Lacey (University of Oxford)

Title: Secession, Devolution, Integration: When Language Matters

Abstract: The lingua franca thesis on sustainable democratic systems (or the *LFT* for short) states: “The less linguistically unified a political community, the more problematic is the establishment and sustainability of a democratically legitimate regime.” Put differently, the less likely it is that two people chosen at random can communicate with one another in a political community, the more problematic it will be to have well-functioning and sustainable democratic institutions.

From this construction of the LFT, two closely related questions emerge. First, if the LFT is a matter of degree, then there must be circumstances extraneous to the supposed dynamics of distinctive public spheres in a democratic system that make the system more or less likely to succumb to these dynamics. Stated otherwise, are there forces that may mitigate some of the key factors leading to the more problematic consequences predicted by the LFT? Second, if it is

possible to mitigate the consequences expected by the LFT, can it then be overcome entirely or neutralised under certain conditions?

While the attempt to answer these questions will be relevant to any multilingual political system, this paper is primarily concerned with the EU, which is fragmented into several dozen public spheres of political debate. As a relatively young political system, with simultaneous claims and aspirations to democratic legitimacy and supranational identity formation, the EU may not serve as an especially good case for testing the main claims of the LFT. On the contrary, the extent to which we accept the validity of the LFT and its presuppositions will have a major impact on how we understand the problems and prospects for the achievement of democratic legitimacy in the EU. Should this political system find itself in an especially poor position with regard to the LFT, there may be low lying limits to the improvement of European democracy.

In order to test the LFT in a way that is relevant to the EU, I propose to assess the democratic performance of political systems that have had to confront the LFT and which bear closest resemblance to the EU *qua* political system. In my view, this narrows the range of instructive cases down to multilevel and multilingual political systems with claims to democratic legitimacy. By analysing Belgium and Switzerland, which have had markedly different degrees of success in managing the existence of distinctive public spheres, I aim to draw relevant lessons for the EU.

Joseph Lacey is Junior Research Fellow in Politics at University College, and affiliated with the Department of Politics and International Relations, University of Oxford. He holds a PhD in Politics from the European University Institute. Part of the qualification for this degree was undertaken at Princeton University's Department of Politics, with the support of a Fulbright Schuman Award. He has written on a range of issues in political theory, comparative politics and international politics. His monograph, entitled *Centripetal Democracy: Democratic Legitimacy in Belgium, Switzerland and the European Union*, is to be released in 2017.

Helder de Schutter (KU Leuven)

Title: Does English polycentricity in the EU reduce linguistic injustice?

The emergence of English as the vehicular language of the world brings with it linguistic injustices for non-native speakers. I argue that these injustices come in four types: communicative injustice, resource injustice, dignity injustice, and life-world injustice. I then analyze and defend one compensatory mechanism: cosmopolitan ownership of English. This mechanism is based on the idea that, when English becomes a global requirement for communication, it should also become global property. This means that native speakers are no longer the ultimate authorities on what counts as good English. Cosmopolitan ownership of English implies that non-native speakers may standardize English on the basis of national or L1-features, thereby producing a polycentric lingua franca, just like native speakers have turned English into a polycentric native language with different national English standards. This argument is worked out in dialogue with two sociolinguistic approaches to global English: the ELF (English as a Lingua Franca) school, which theorizes English as a medium of communication between speakers who share no native language; the second is the *World Englishes* school, which theorizes local varieties of English.

Helder De Schutter is Associate Professor in Social and Political Philosophy at KU Leuven and is the director of its research group RIPPLE (Research in Political Philosophy Leuven). He works on issues of linguistic justice, federalism and nationalism. He has held positions at Princeton University, the University of Oxford and at the Facultés Universitaires Saint-Louis (Brussels). Publications include papers in *British Journal of Political Science*, *Inquiry*, *The Journal of Political Philosophy*, *Journal of Applied Philosophy*, *Politics, Philosophy, and Economics*, and *The Cambridge Handbook of Language Policy*.

Sue Wright & Sarah Berthaud (University of Portsmouth)

Title: Inclusion and exclusion in the European Parliament: the linguistic dimension

Abstract: Deliberative democracy demands a forum and a means of deliberation. The European Parliament sought to create its community of communication through respect for multilingualism, supported by translation and interpretation. However, this proves a cumbersome arrangement in many settings, and Members of the European Parliament (MEPs)

regularly use lingua francas in both formal and informal interaction. Use of a lingua franca permits flows of information and encourages informal debate but it also systematically excludes those without mastery of the language. This paper reports on research conducted in 1996, 2006 and 2017 which investigated the language repertoires of MEPs and their modes and patterns of communication. The findings reveal a number of issues linked to exclusion caused by language barriers. The paper concludes with some speculation on how these matters may develop post-Brexit.

Sue Wright is research professor at the Centre for European and International Studies, at the University of Portsmouth. She is author of a number of books and articles on language and politics, including *Language Policy and Language Planning* (2016). She is co-editor of the journal, *Sociolinguistica*, and the Palgrave book series, Language and Globalisation. She is a member of the International Panel on Social Progress, looking particularly at matters of inclusion and exclusion linked to language

Sarah Berthaud is a Senior Lecturer in Translation and Interpreting at the University of Portsmouth. Her interests are in the area of new technologies and language. Her most recent paper, 'New technologies, professional status and the interpreting industry in the UK' (2017) deals with relationship of new technologies and the interpretation industry.

Peter A. Kraus (University of Augsburg)

Title: Ligatures, options, and power: towards a political sociology of multilingualism in Europe

Abstract: On both normative and sociological grounds, it seems reasonable to assume that institutional approaches towards linguistic diversity should follow the strategy of generalizing multilingual repertoires in a way that allows people to open linguistic gates (i.e. to increase their linguistic options) and to secure linguistic ties (i.e. to sustain their linguistic ligatures). However, while multilingualism entails the possibility of finding a balance between different languages, the balance may well have a precarious character, for the context dependence and mutability of what we perceive as an option, and of what we perceive as a ligature in the

domain of language, often make for an inescapable moment of tension. Typically, tensions of this kind can be either reduced or reinforced by political arrangements that reflect power relations. After introducing a theoretical framework for analyzing linguistic diversity and power, the paper will discuss the main approaches adopted in the context of the European Union when it comes to regulating multilingualism.

Peter A. Kraus is a Professor of Comparative Politics and the Director of the Institute for Canadian Studies at the University of Augsburg. He has been the chair of ethnic relations at the University of Helsinki, an associate professor of political science at Humboldt University in Berlin, a John F. Kennedy Memorial Fellow at the Center for European Studies at Harvard University, and a visiting professor at the New School for Social Research and at the Universitat Pompeu Fabra in Barcelona. He has published widely and in several languages on cultural diversity and identity politics, ethnicity and nationalism, the dilemmas of European integration, and problems of democratization and democratic theory. He is the author of *A Union of Diversity: Language, Identity, and Polity-Building in Europe* (Cambridge University Press, 2008). His most recent publications include *The Diversities of Europe* (edited with G. Sciortino), *Ethnicities* (Special Issue), 14 (4), 2014, and *The Challenge of Minority Integration: Politics and Policies in the Nordic Nations* (edited with P. Kivisto, De Gruyter Open, 2015).

Leigh Oakes (Queen Mary, University of London)

Title: The Organisation internationale de la Francophonie and the question of pluricentric linguistic justice in the French-speaking world

Abstract: One of the major challenges facing multilingual organisations concerns the question of linguistic justice, in so far as institutional language regimes invariably favour the linguistic repertoires of some over those of others. The problem takes on broader political significance for supranational organisations, the language regimes of which can not only lead to

inequities for individual employees, but also compound power imbalances between the citizens of the various nation-states they represent. While previous work on this topic has focused on inequities between speakers of different languages (interlinguistic justice), little attention has been paid to the disadvantages faced by speakers of non-dominant varieties of the same language (intralinguistic justice). This paper examines the particular case of pluricentric languages, defined as ‘languages with several interacting centres, each providing a national variety with at least some of its own (codified) norms’ (Clyne 1992: 1).

Extending the recent political philosophy literature on linguistic justice (e.g. Van Parijs 2011; De Schutter, forthcoming) to the case of pluricentric languages specifically, the paper proposes the distinct notion of ‘pluricentric linguistic justice’ (Oakes and Peled, forthcoming) as a means of evaluating the ethics of language regimes adopted by supranational organisations representing speakers of multiple national varieties of the same language. Drawing on the example of the Organisation internationale de la francophonie (OIF) and the question of linguistic pluricentricity in the French-speaking world, it considers two questions in particular. What moral grounds support the use and acknowledgement of non-dominant national varieties? And what might a just regime amongst the different national standards of a pluricentric language look like?

Leigh Oakes is Reader in French and Linguistics at Queen Mary University of London. His research focuses on language policy and planning, language and national identity, and language attitudes and ideologies, especially in Quebec, France and Sweden. He is particularly interested in the ways in which the empirical study of the politics of language connects with the moral debates that it raises. His publications include *Normative Language Policy: Ethics, Politics, Principles* (with Yael Peled, forthcoming, Cambridge University Press), *Language, Citizenship and Identity in Quebec* (with Jane Warren, 2007, Palgrave Macmillan) and *Language and National Identity: Comparing France and Sweden* (2001, John Benjamins).