

Implementing

MULTILINGUALISM

in International Organisations



Putting linguistic diversity into practice



OBSERVATORY OF THE FRENCH LANGUAGE

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of French in international organisations



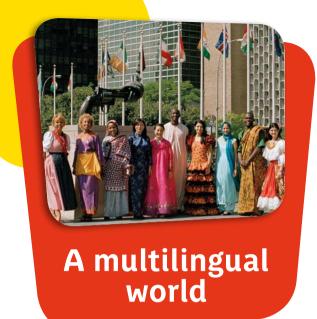
Our action is part of a strategy involving all languages, to promote multilingualism as a tool for democratising international relations. Any infringement on respect for the parity of official languages of International Organisations will in fact tarnish the quality of dialogue and cooperation that underpin the multilateralism advocated by the Francophonie.

Abdou Diouf, Francophonie Secretary General, 2008



An essential factor in harmonious communication among peoples, multilingualism is of very particular importance... By promoting tolerance, it thus ensures effective and increased participation of all in its work, as well as greater effectiveness, better outcomes and more involvement. Multilingualism should be preserved and encouraged by various actionsÖin a spirit of partnership and communication.

Report of the Secretary General, Ban Ki Moon, on multilingualism, 2007



Some Major World Languages



The English-Speaking World

Status: English is the official or co-official language of 54 countries found on all of the continents.

The Commonwealth is the organisation that brings together English-speaking countries.

Population: About 1.8 billion people.

Status within organisations: It is an official working language of all international (except for the International Postal Union) and regional (except for those limited to a group of countries or a specific geographical area) organisations.

Speakers: It is spoken by an estimated **500 million** people (and some estimates go up to 1 billion). English is the second most widely spoken mother tongue in the world.

Learners: It is estimated that around 2 billion people are learning English worldwide.

The British Council is present in 110 countries around the world.



The Arabic-Speaking World

Status: Arabic is the official or co-official language of 22 countries.

The Arab League Educational, Cultural and Scientific Organisation (ALECSO) brings together Arab-speaking countries.

Population: About 350 million people.

Status within organisations: It is an official working language of the major UN bodies and specialised agencies and also of the main regional Arab organisations (The Arab League, OIC, AMU, ALECSO).

Speakers: About 250 million.

Arabic, or rather the various Arab languages spoken, ranks as the fourth most spoken language worldwide, counting only first language speakers.

Learners: One of the main vectors of Arabic is Islam, which leads many people to at least master reading the language. So in certain countries, Arabic is only used for religious practice (Bangladesh, Indonesia, Pakistan, Turkey).



The French-Speaking World

Status: French is the official or co-official language of 32 states and governments belonging to the "Organisation internationale

de la Francophonie" (OIF).

Population: About 350 million people.

Status within organisations: It is an official working language in the major UN bodies and all Regional Commissions and

Institutions of the UN system (except for the World Bank and IMF), of four inter-American organisations (IDB, COPA, IPFA, OAS), of two regional organisations of the Americas (NAFTA, ACS), but also of NATO, the EU and virtually all African regional organisations (UEMOA, ADB, ECOWAS, AU).

Speakers: 220 million people around the world can be definitely described as French-speaking, bearing in mind that this figure does not include a large number of illiterate people in the South who can speak or understand French (but not read and write it).

French is the 5th most widely spoken language in the world. Learners: There are some 116 million French learners (half of this number are learning it as a foreign language). French is a global language, a language of education but also one of the rare languages taught on virtually all continents. Countries include French in their school and university syllabuses and its teaching is also promoted by bilateral and multilateral governmental and non-governmental networks, including French Institutes and the Alliance Française with 1100 centres in more than 130 countries.



The Spanish-Speaking World

Status: Spanish is the official or co-official language of 20 countries.

The Organisation of Ibero-American States (OEI) and its General Secretariat (SEGIB) bring together the Spanish-speaking countries.

Population: Some 380 million people in the countries that are considered to be Spanish-speaking.

Status within organisations: It is an official and/or working language of the major UN bodies and specialised agencies, of two African regional bodies (SADC, AU), of the EU and virtually all American regional organisations (NAFTA, ACS, MERCOSUR).

Speakers: 450 million (mother tongue to 329 million of these).

Learners: 14 million people study Spanish as a foreign language (5 million in Brazil). The Instituto Cervantes, with centres all over the world, works to promote and teach Spanish and disseminate Spanish and Hispanic-American culture.



The Portuguese-Speaking World

Status: It is the official language of eight countries on four continents. It

is also one of the official languages of Macao the special administrative region of China (along with Chinese) and Timor Leste (with Tetum).

The Community of Portuguese Language countries (CPLP) brings together all Portuguese-speaking countries.

Population: An estimated 215 million people.

Status within organisations: Portuguese is the official language of UNESCO's General Conference and various American regional organisations (MECOSUR, OAS, UNASUR, EIA), of the EU and also three African regional organisations (AU, SADC and ECOWAS).

Speakers: 240 million.

Learners: The Instituto Camies promotes Portuguese language and culture abroad.



The Russian-Speaking World

Status: Russian is the official language of 4 countries.

Population: An estimated 175 million people.

Status within organisations: It is an official and/or working language of the UN and its major specialised agencies and also several European and Asian regional organisations (OSCE, Council of Europe, CEI, SCO).

Speakers: Between 300 and 350 million people worldwide, especially in Eastern Europe and Asia. It is the mother tongue of 200 million people (with 70 million living outside Russia). Learners: Between 100 and 150 million people worldwide are learning Russian.



The Chinese-Speaking World

Status: Chinese is the official or co-official language of 5 countries or

territories (China, Hong-Kong, Macao, Singapore and Taiwan). **Population:** 1.4 billion people.

Status within organisations: It is an official and/or working language of the main UN bodies and specialised agencies and of two Asian regional organisations (ASEAN and SCO).

Speakers: About 1.445 billion people worldwide speak the "Chinese languages" with around 836 million speaking Mandarin. In terms of numbers, Chinese is therefore the language spoken by the largest amount of people in the world. Learners: Around 40 million people are learning Chinese as a foreign language (with 100 million forecast by 2020) based on official Chinese estimates.

700 Institutions of Higher learning in the West teach Chinese.
Confucius Institutes in many cities around the world teach
Chinese and disseminate Chinese Culture.

The Francophonie's commitment to multilingualism

The Francophonie's main mission is to bolster the use of French as a language of communication, cooperation and teaching within the French-speaking world, but it has chosen to wage a much broader battle: *to defend cultural and linguistic diversity*.

Multilingualism as a factor for democracy

At the initiative of the Francophonie, a symposium of international officials and diplomats on the issue of French and multilingualism in International Organisations was held in Geneva, in November 1998. Its goal was to recall the importance of linguistic diversity as a factor for democracy in international relations.

One of the noteworthy proposals made at that time was the creation of a multilingualism monitoring and safeguarding committee in International Organisations, to ensure respect for the status of working languages and to build greater awareness in English, Portuguese and Spanish speaking countries' associations about the importance of language knowledge as a criterion for recruitment.

Cultural diversity as a precondition for fair, united and peaceful globalisation

In Cotonou in June 2001, the Francophonie's 3rd Ministerial Conference on Culture proposed the creation of an international legal instrument to underscore the importance of cultural diversity and the need to promote and protect cultural industries.

This issue has remained at the heart of the Francophonie's concerns and was included in its 10-year Strategic Framework adopted at the 10th Summit of Heads of State and Government (Ouagadougou, November 2004). This Framework sets out the main tasks for the OIF, including promoting the French language and cultural and linguistic diversity.

During the same period, the Francophonie endeavoured to get the Convention on the Protection and Promotion of the Diversity of Cultural Expressions adopted by UNESCO. It was adopted by the General Conference in 2005 and entered into force in March 2007.

Respect for official languages in International Organisations, to guarantee fairness and efficiency

In September 2006 in Bucharest, the 11th Francophonie Summit of Heads of State and Government adopted a *Vademecum on the use of French in International Organisations*. Governments and States did not adopt this document for the sole purpose of defending French, but rather because they realised the importance of the struggle for multilingualism and respect for the status of official working languages in International Organisations.

Challenges to implementing multilingualism

By their very nature, International Organisations are devoted to dialogue and negotiation, so there are considerable challenges linked to communication languages. At stake is the efficient and democratic functioning of organisations, which can only be guaranteed by a minimum level of access to information and speaking in a well-mastered language.

Democracy

if we accept that a language reflects a specific worldview, a single language represents an obstacle to experiencing cultural diversity and varied viewpoints and limits citizens' access to information that concerns them.



Respect for multilingualism is a bulwark against one-way thinking. It helps to democratise international relations.

Fairness

Each member state of an international organisation has the same rights and duties. In order for each voice to be heard equally during debates, easy access to information and contributions should be possible in all official languages.

Efficiency

Documents are often drafted in inadequate English that must then be corrected by translation services and remain unclear and imprecise. Interventions in badly spoken languages lead to a loss of substance and render the work of interpreters difficult. During peacekeeping operations, being able to speak populations' languages properly is often a guarantee for efficiency.

Information

Access to documentation in the official working languages is a necessary prerequisite for staff, representatives and delegates of permanent missions, to work to the best of their ability. Indeed, interpretation may cause misunderstandings and lead to conflict.

It is also essential that Organisations disseminate messages as widely as possible with the right words, especially regarding sensitive issues, and maintain an intercultural dialogue.

Communication

Each and every official, representative or delegate is entitled to speak **the language he feels most comfortable with** if provided by the organisation's language regime.

The choice of communication language can affect a person's ability to speak, be understood and effectively put forward

their point of view and defend their interests. When using a language other than one's mother tongue or the foreign language one best speaks, one tends to simplify one's reasoning and presentation, leaving it lacking in nuance, which leads to the message being lost. Ease and precision of speech are necessary for a quality dialogue in the workplace, especially for officials and diplomats.



Dialogue and Negotiation

Monolingualism limits the ability of international bodies to develop diverse visions, solutions and practices (inspired by several cultures) to take up the complex challenges they must deal with



The problem is not the use of English but the domination of a single language under the unfortunately false pretext, that it makes communication easier.

The aim is to re-establish a dynamic balance between the official working languages of organisations.

Diplomats and officials are central to this bid for multilingualism.

Language is not an end in itself, but rather a special tool that makes it possible to transmit an idea and a particular perception of the world and the major challenges of international current affairs.

For Translation and Interpretation

At Official Meetings

Guaranteeing democratisation and efficient discussions

Each and every delegate must speak one of the official languages of his country or the official language of the organisation that he or she speaks best.

Translators and Interpreters, who always service such meetings, especially complain about the widespread very common tendency to present documents or take the floor in poor English.

Discussions become imprecise and the additional cost of revision of documents sent to the conference services increases each year.

Where necessary, there should be no hesitation to:

Postpone the adoption of a resolution, motion or any other decision, if documents are not available in all working languages;

Request the adjournment of a meeting, if background and official documents and summary records are unavailable;

Ensure that agenda related documents are available in the working languages;

Complain to the multilingualism coordinator or the competent department, when a document or report is not available in the organisation's official languages;

Protest to the communicating department if information put on an organisation's website is only in a single language.

At informal meetings

Try inter-comprehension, choose ease and precision

The increase in the number of informal meetings in one language undermines the democratic workings of organisations and affects their representativity by **limiting the level of access to information** based on the degree to which Speakers effectively master a language.

There should be no hesitation to:

Complain about the lack of simultaneous interpretation during so called informal meetings which are in reality quasiinstitutional;

Speak in one's language or in the official working language(s) one speaks best;

Demand that documents under consideration be translated into the official working languages by the relevant department;

For technical meetings, take the initiative to organise meetings in language groups, particularly for specialist subjects.



For Staff Recruitment



Avoid Job Discrimination

During recruitment for International Organisations, mastery of one of the working languages is a requirement, but in practice only English is really sought. In fact, most of the recruitment process takes place in English, which favours native English-speakers and further encourages the trend towards unilingualism.

Concrete action that can be taken:

Demand the simultaneous publication of vacancies through all media, in all working languages;

Make sure that for strategic posts (Director, Head of Department, Spokesperson) shortlisted candidates speak at least two working languages well or commit to mastering them;

Ensure that the Selection Committee that carries out interviews is multilingual and that knowledge of the various official languages will be effectively tested during the recruitment exercise;

Recall the need for recruitees for peace keeping operations to be able to speak the official language of the country where they will be deployed;

Insist that the Resident United Nations Development Programme Representative, who also coordinates operational activities of UN agencies on the ground in partner countries, can effectively speak the main language of the country where he or she is posted.

For Communication and Information

Speaking to Everyone

Require that Secretariat notes and correspondence be sent to diplomats in their language and that they be allowed to respond in their language of choice;

Ensure that telephone reception and web sites of national delegations are in one of the official languages of their country;

Report any differences on the website between the English version and other working language versions;

Demand that sign posting, information boards and instructions inside buildings are available in all official languages.

For Collective Action

Action at all levels

Major texts (the biannual UN resolution, EU regulations, the AU Constitutive ActÖ) always enshrine multilingualism as an important principle, but it requires **everyone's commitment**.

Encourage the setting up of language groups in International Organisations, similar to the group of French-speaking ambassadors;

Call for training measures and language support from national authorities:

Refuse savings measures that will have a negative impact on the place and use of official working languages;

Work in close collaboration with representatives of all the language groups within International or Regional Organisations to ensure compliance with the principle of cultural and linguistic diversity and the status of languages.

For Decision-Making bodies

Influence decision-making

Within each organisation, aside from statutory budget meetings, we should not neglect decision-making bodies that could serve to defend and promote multilingualism. For example in the United Nations:

The Committee on Information holds an annual meeting examining all issues on information and communication. Resolutions that emerged from the work of this Committee include a number of provisions with an impact on multilingualism. The work of this body must therefore not be neglected. It produces an annual resolution that usefully complements the bi-annual resolution on multilingualism adopted by the General Assembly, which repeats many of its provisions in full.

The Committee on Conferences in which 23 member states meet for a week early September each year. The Committee adopts important measures that directly affect interpretation and translation and it would be useful for defenders of multilingualism to sit on this committee, even if they only have observer status.

Quality assessment meetings organised by the language services. These meetings are held twice yearly to get Member States comments on improvement of the language services.

The Resolution on human resources management adopted twice a year, dealing with issues of recruitment, training and professional mobility, and aspects related to languages.



- Language Days
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Un Language Days



© United Nations

The UN instituted language days in 2010 to promote multilingualism and cultural diversity and equal use of its six official languages.

UN offices around the world celebrate six special days for each one

of the official languages: French (March 20), Chinese (April 20), English (April 23), Russian (June 6), Spanish (October 12), Arabic (December 18).

http://www.un.org/fr/events/observances/days.shtml

International Francophonie Day



Since 1990, French-speakers in all continents celebrate International Francophonie Day on March 20. It provides an opportunity for French-speakers the world over to reaffirm their solidarity and desire to co-exist

with all their differences and diversity. The 20th March was chosen to commemorate the signing, in 1970 in Niamey (Niger), of the founding treaty of the cultural and technical cooperation agency (ACCT), which is known today as the Organisation Internationale de la Francophonie.

http://www.2omars.francophonie.org/

European Day of Languages



At the initiative of the Council of Europe, Strasbourg, the European Day of Languages has been celebrated every year since 2001 on 26 September. Throughout Europe, hundreds of

events celebrate linguistic diversity and encourage Language Learners because "celebrating language is celebrating diversity". www.coe.int/EDL

International Mother Language Day

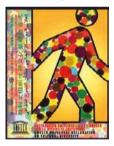


In 1999, the 21st January, was declared International Mother language day by UNESCO. A culture of peace can only be built on ground where everyone has the right to use his or her mother tongue fully and freely in every aspect of life. "May the acknowledgment and respect for linguistic cultural diversity bring about solidarity based on

understanding, tolerance and dialogue, and may all actions that promote the use of mother tongues serve not only to foster linguistic diversity and multilingual education but also to build greater awareness about the numerous linguistic and cultural traditions of the world".

http://www.un.org/fr/events/culturaldiversityday/

World Day for Cultural Diversity for Dialogue and Development



On November 2 2001, UNESCO adopted its Universal Declaration on Cultural diversity. This declaration recognised, for the first time, cultural diversity as the "common heritage of humanity" and considered its safeguarding to be a concrete and ethical imperative inseparable from respect for human dignity. After this,

the United Nations General Assembly declared **May 21** the World Day for Cultural Diversity for Dialogue and Development, in order to deepen the thinking on the values of diversity in order to learn to "live together" better.

http://portal.unesco.org

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Language Regimes of major International Organisations

Organisations	Official Languages	Working Languages
United Nations General Assembly Rules of Procedure, Art. 51 (A/520/Rev.15).	English, Arabic, Chinese, Spanish, French, Russian	English, Arabic, Chinese, Spanish, French, Russian General Secretariat: French and English
World Bank (WB)	Unspecified	English Translation: Arabic, Spanish, French, Mandarin, Portuguese, Russian
United Nations Economic Commission for Africa (UNECA) Rules of Procedure, Art. 31-35 (E/CN.14/111/Rev.8/Corr.2)	English, Arabic, French	English, Arabic, French
Economic Community of West African States (ECOWAS)	English, French, Portuguese	English, French, Portuguese
International Court of Justice (ICJ) Statute of 1945, Art. 39.1.	English, French	English, French
United Nations Conference on Trade and Development (UNCTAD) Rules of Procedure, Art. 69 (TD/63/Rev.2) and Art. 64 (TD/B/740).	German, English, Arabic, Chinese, Spanish, French, Russian	Secretariat: English, French
UN Security Council Rules of Procedure, Art. 41 (S/96/Rev.7).	English, Arabic, Chinese, Spanish, French, Russian	English, Arabic, Chinese, Spanish, French, Russian

Organisations	Official Languages	Working Languages
United Nations Economic and Social Council (Ecosoc) Rules of Procedure, Art. 32 (E/5715/Rev.2) and (E/5975/Rev.1) for technical commissions.	English, Arabic, Chinese, Spanish, French, Russian	English, Spanish, French
International Monetary Fund (IMF) Rules and Regulations, Art. C13.	Unspecified	English Translation: German, Arabic, Chinese, Spanish, French, Portuguese, Russian
Organisation for Economic Co-operation and Development (OECD) Convention of December 14 1960.	English, French	English, French
International Civil Aviation Organisation (ICAO) Rules of Procedure of the Conference, Arts. 64 and 65 and Council Rules of Procedure, Art. 56.	English, Arabic, Chinese, Spanish, French, Russian	English, Arabic, Chinese, Spanish, French, Russian
United Nations Food and Agriculture Organisation (FAO) General Rules, Art. XLVII.	English, Arabic, Chinese, Spanish, French	English, Arabic, Chinese, Spanish, French
International Labour Organisation (ILO) Rules of the International Conference of Labour, Arts. 24 and 58.	English, French (conferences and commissions)	English, Spanish, French Translation: German, Arabic, Chinese, Russian
World Trade Organisation (WTO)	English, Spanish, French	English, Spanish, French
European Union (EU) EC, Rules of Procedure, Art. 1. Treaty Establishing the EC.	German, English, Bulgarian, Danish, Spanish, Estonian, Finnish, French, Greek, Hungarian, Irish, Italian, Latvian, Lithuanian, Maltese, Dutch, Polish, Portuguese, Romanian, Slovak, Slovene, Swedish, Czech Commission: German, English, French	

Organisations	Official Languages	Working Languages
World Intellectual Property Organisation (WIPO) Art. 6.2 and VII Convention establishing WIPO and the General Assembly of Member States	English, Arabic, Chinese, Spanish, French, Russian	English, Arabic, Chinese, Spanish, French, Russian
World Health Organisation (WHO) Rules of Procedure of the Executive Board, Art. 22. GA and Executive Board.	English, Arabic, Chinese, Spanish, French, Russian	English, Arabic, Chinese, Spanish, French, Russian
African Union (AU) Constitutive Act, Art. 25, Conference rules of procedure, Art. 14, Executive Council, Art. 15 and rules of procedure of the Permanent Representatives Committee, Art. 10.	English, Arabic, Spanish, French, Portuguese, Kiswahili, and any other African Language	English, Arabic, Spanish, French, Portuguese
International Telecommunication Union (ITU) Nice Plenipotentiary Conference (1989) and Resolutions 103 and COM 6/1 of the Minneapolis (2002) Marrakech (1998) Conferences.	Unspecified	English, Arabic, Chinese, Spanish, French, Russian
United Nations Educational, Scientific and Cultural Organisation (Unesco) General Conference rules of procedure, Arts.50, 54 and 55 Executive Board rules of procedure, Art. 21.	General Conference: English, Arabic, Chinese, Spanish, French, Hindi, Italian, Portuguese, Russian	Executive Board Conference: English, Arabic, Chinese, Spanish, French, Russian Secretariat: English, French

Francophonie Member states and Governments

Organisation includes

77 States and governments from all five continents.

57 are members and 20 observers.

The international Francophonie

■ The Fifty seven member and associate States and Governments

Albania • Andorra • Armenia • Belgium • Benin • Bulgaria • Burkina Faso • Burundi • Cambodia • Cameroun • Canada • Canada-New-Brunswick • Canada-Quebec • Cape-Verde • Cyprus* • Comoros • Congo • Côte d'Ivoire • Djibouti • Dominica • Egypt • Former Yugoslav Republic of Macedonia • Wallonia-Brussels Federation • France • Gabon • Ghana* • Greece • Guinea • Guinea-Bissau • Equatorial Guinea • Haiti • Laos • Lebanon • Luxemburg • Madagascar • Mali • Morocco • Mauritius • Mauritania • Moldavia • Monaco • Niger • Qatar* • Central African Republic • Democratic Republic of Congo • Romania • Rwanda • Saint-Lucia • Sao Tome and Prìncipe • Senegal • Seychelles • Switzerland • Chad • Togo • Tunisia • Vanuatu • Vietnam.

Twenty Observers

Austria • Bosnia-Herzegovina • Croatia • United Arab Emirates

- Estonia Georgia Hungary Latvia Lithuania Montenegro
- Mozambique Poland Dominican Republic Czech Republic
- Serbia Slovakia Slovenia Thailand Ukraine Uruguay.

^{*} Associate Members.

Francophonie vade mecum for the use of French in international organisations

The Vade-mecum, adopted by the Member States, Associates and Observers of the OIF at the 22nd Ministerial Conference of the Francophonie in 2006, is the result of an in depth political reflection that represents a moral and legal commitment of states to encourage the use of French and promote multilingualism in international Organisations.



Bucharest, September 26, 2006

We, the Ministers attending the Francophonie Ministerial Conference, in Bucharest, on the 26th of September 2006,

Mindful of the difficulties facing the use of French in International and Regional Organisations:

Stressing our dedication to the full respect for the Status of working and official languages recognised by the basic texts of International and Regional organisations of which our States and Governments are members, to promote cultural and linguistic diversity therein;

Recalling that French is one of the two working languages of the United Nations and its specialised agencies;

In International and Regional Organisations where French has the status of Official Language or Working Language, we and our representatives and delegates commit to:

- → speak French if it is our only national or official language;
- → speak a balanced and fair amount in French, when French is one of several national or official languages, thereby demonstrating our cultural diversity;
- → give priority to speaking French in all other cases where using our national or official languages, other than French, is not possible;

We will furthermore ensure that when French is not used at General assembly and Ministerial meetings, if written documents are circulated, a French version is provided by the Organisation's secretariat or by our own delegation if it so desires.

Moreover we make the commitment that our representatives and delegates at these organisations:

1) will ensure that the organisations' secretariats:

provide simultaneous interpretation during official meetings and at important stages of the consideration of a document and that there is no excessive recourse to informal meetings without interpretation;

2) will make sure that:

- → all of the organisations' documentation and publications, including in electronic form, be available in French or, if translated, in quality French consistent with the original;
- → essential negotiating texts are also available in due course;
- 3) will table proposals by French-speaking ambassadors' groups, that promote the use of French, and react, if necessary collectively, to Secretariats when multilingualism rules are flouted;
- **4) will ensure that organisations allocate** adequate financial and human resources to guarantee respect for the status of official working languages in practice;
- 5) will take collective action to ensure the strict application of multilingualism as a criterion for recruitment;
- **6) will take action** to ensure that, **in peace keeping operations**, in the territory of French-Speaking States, contingents from international or regional organisations that intervene can communicate with local authorities and the population in French and that this imperative be taken into account during recruitment and training of staff;

7) will work together with other recognised linguistic groups within International and Regional Organisations, to ensure the respect of the principles of multilingualism and cultural diversity and the Status of official working languages.

To this end, we support initiatives taken within Organisations to encourage language learning for staff and support OIF actions underway to teach French to officials of Organisations and Member States and governments for whom French is not an official language; We will also work together to encourage the recruitment of staff that master French to posts of responsibility within these organisations.

We call upon the Francophonie Secretary General to resolutely pursue his commitment to the use of French in International Organisations, particularly through OIF permanent representations and other accompanying measures that we may deem desirable.