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A Network Model of Language Policy and Planning:

The United Nations as a Case Study

Abstract

This paper contributes to recent critical discussion of 'agency' in LPP research and practice. It argues that whilst scholars have widened their purview to consider the impact of individual actors on LPP in different contexts, the field has not developed or embraced theoretical and methodological frameworks which satisfactorily model or investigate the *network* of actor impact on LPP. This article analyses the current status of LPP at the United Nations (UN). Taking the 'Actor-Stage Model' (Zhao & Baldauf, 2012) as a theoretical point of departure, the paper discusses and analyses the most recent review of LPP within the UN. It becomes apparent that a network of agents is responsible for LPP development, influence and implementation within the organisation. This 'web of influence' is schematised using a network model which accounts for the implicit and explicit responsibility of multiple actors/'experts' within and outside of the organisation. A sub-analysis of institutional LPP goals reveals the 'polycentric' and 'relational' nature of influence within and across multiple 'nodes'. It is argued that the network model and the concept of 'web of influence' is crucial in de- and re-constructing particular LPP goals and serves as a useful heuristic for those investigating or working within similar sites of inter/transnational integration as well as LPP in other macro, meso or micro-contexts.

Introduction

Recent scholarship in the social sciences has raised issues of significance to LPP, such as the influence and operation of power in interactional contexts or communities; the ontological and fluid status of 'language(s)' and identity categories; and the situated and contingent nature of knowledge creation and transfer (Pennycook 2006; Benwell & Stokoe, 2006). In synergy with these social constructionist and post-national perspectives, scholars have become interested in the reception, interpretation and enactment of LPP goals at meso- and micro-levels, such as within families, language communities or institutions/organisations such as schools and work places (Baldauf, 2006/2008; Hornberger & Johnson, 2007; Nekvapil & Nekula, 2006; Payne, 2006, Siew Kheng Chua, 2006; Sims, 2006; Winter & Pauwels, 2006; Zhao & Baldauf, 2010). Research has demonstrated that with increased patterns of mobility there has been a weakening of influence and governance by nation states and an increase in 'cosmopolitan' practices and attitudes which have nurtured the development and performance of complex language repertoires, identities, and fluid multilingual contexts sometimes challenging national and institutional policies (Author 2014; Author, in print; Liddicoat 2009; Sassen 1996).

This paper contends that new patterns of inter/transnational convergence in economic, political and social spheres, have given rise to new opportunities and challenges for LPP researchers and practitioners. However whilst there has been a movement away from the development of models and typologies of LPP at a national level and an emphasis on the State as 'an intentional actor' (Pennycook 2006:65) towards the study of situated understandings of language practice and policy in meso- and micro-level scenarios, (in an attempt to 'slice through the layers of the LPP onion' as articulated by Ricento & Hornberger, (1996), cited in Hornberger & Johnson, (2007:509)), research has not fully embraced or developed theoretical models or approaches which account for the 'potential' or 'actual' influence and implementation of policy by actors within sites of international

contact. As Zhao & Baldauf (2012:3) argue, an 'emphasis on actors at the micro or local level has pushed the study of LPP into unchartered territory.'

This paper proposes to map this 'unchartered territory' drawing on the case study of LPP and language practice in the multilateral organisation of the United Nations. Through the deconstruction and critical analysis of its most recent Joint Inspection Report (JIU/REP/2011/4), the paper identifies language problems in different domains of activity and discusses the recommendations made by inspectors for reform. It becomes clear that a complex relational participatory network, involving multiple interacting agents and polycentric 'focal nodes' within and outside of the organisation across international contexts (e.g. departments within the Organisation; external agencies such as academia, international non-Governmental organisations) is required for the LPP objectives to be achieved. Though space will not permit a detailed account, this is also supported from findings derived from previous desk and ethnographic research within the Organisation (Author 2008, 2010, 2014, in print). From this critical analysis an LPP Network Model is presented .The latter, it is proposed, offers a reconceptualization of LPP, moving it away from a essentialist, linear or binary modelling of top-down versus bottom-up influences, to one which identifies and maps a complex web of influence and design, incorporating diverse agents/experts from various 'spaces' (social; occupational; political; geographic etc.), within and outside of the ecology. The latter represents a social constructionist perspective – viewing LPP as a dynamic *process*, rather than *product*, of overt and covert negotiation and performativity amongst multiple actors.

The paper begins with a review of the critical debate surrounding 'agency' in LPP; then, drawing on the 'Actor Stage Model' (Zhao & Baldauf, 2012) analyses recent attempts to initiate reform in language policy and practice at the UN. A network of influences are identified and described and an LPP Network Diagram is developed to represent current proposals for reform. The paper concludes

with recommendations for further work on agency and LPP in inter/transnational sites of interaction and the further development of network schemata detailing foci of expert knowledge and influence.

Agency in LPP

Reflecting on paradigmatic shifts in the field, Ricento (2000: 206) asserts that "the key variable which separates the older, positivistic/technicist approaches from the newer critical/postmodern ones is agency, that is, the role(s) of individuals and collectives in the processes of language use, attitudes and ultimately policies." Agency is now accepted as a critical variable alongside *inter alia* ideology and ecology, in the development of LPP theory (Ricento, 2006). However the role of individuals in influencing LPP, particularly from the bottom up, whilst recognised as important (e.g. Baldauf, 1997, Canagarajah, 2002, Cooper, 1989, Davis, 1999, Freeman 2004, Haarman, 1990, Hornberger, 2006, Hornberger & Johnson, 2007, Ricento & Hornberger, 1996, Spolsky 2009), has been of comparatively marginal interest until recently (see review by Zhao, 2011). An emphasis on the development of models and typologies of LPP at a national level and the role of Governments in determining language goals and resolving national problems has overshadowed an interest in determining who was/is responsible for influencing the management of linguistic practice at macro, meso or micro-levels. Aware of this lacuna Baldauf (1982, 2004, 2006, 2008) and colleagues (e.g. Kaplan & Baldauf, 1997, Zhao & Baldauf, 2012) amongst others (e.g. Hornberger & Johnson 2007, Pennycook, 2002[1]) have been instrumental in bringing individual agency into the critical debate. Hornberger & Johnson (2007) appropriating the metaphor of the 'onion' (see above) argue for a grounded, ethnographic approach to the study of policy implementation, encouraging researchers to peel back the layers (however eye watering!) to explore locations of acceptance, resistance and reinterpretation of policy

[11] Hornberger & Johnson (2007) and Pennycook (2002) for example, highlight the role of educators in interpreting and shaping educational policy at the grass-roots level.

texts. However Zhao & Baldauf (2012:5) recently acknowledged that despite such ethnographies researchers have felt the 'need to reify actors' individual or group roles through an examination of the policy implementation process'; actors often remaining anonymous and unidentified, subsumed within categories of Government units or activities. To counter this they develop a three-category framework of agency, applying this typology to an analysis of influential agents in LPP for Chinese script reform in modern times:

Group 1. '*People with expertise*…most of whom belong to the higher stratum of the intellectual elite' e.g. 'linguists' but also 'enthusiastic amateurs';
Group 2. '*People with influence*…the social elite', e.g. 'distinguished scholars/writers', influential 'business leaders'; the clergy; barristers/lawyers; 'lobbyists'; 'celebrities';
Group 3. *'People with power…*national leaders and highly placed officials, including language planning officials...' The latter they note, have predominantly occupied the interest of LPP researchers.

Whilst acknowledging the possible overlap between categories, an agent's role is specified in the analysis on a 'case by case' basis. In order to achieve this they develop a LPP staged framework from which 'agency impact' can be determined (p.7). This 'Actor Stage Model' consists of the three categories above and the five elements/stages listed below; memorably termed the 'five 'I's':

1. '*Initiation*' – the identification of a language problem, recognised as in need of attention by those 'with power', notably politicians. It is at this early stage that the authors assert that 'people with expertise' must be brought in to advise on planning.
2. *'Involvement'* – by any of the categories of individuals in LPP activities. Involvement may be 'direct'/'indirect'; 'overt'/'covert' or 'active'/'passive' and may operate at different stages of LPP e.g. initiation or implementation.

3. *'Influence'* – a stage at which 'prestige planning' is operationalised; noted to be sometimes 'unconscious', making the difference between 'involvement' and 'influence' more distinct. Actors in Groups 2 and 3 can play significant roles at this stage.
4. *'Intervention'* – '…the mediation of LPP problems'. Group 3 actors are often in a position to intervene in language issues.
5. *'Implementation-and-evaluation'* – involves acting upon the planning & policy decisions. It is asserted that individuals from Group 3 are largely responsible for this, whilst those from Group 2 often promote the decisions made. It is noted that this is the most troublesome of the planning stages.

The authors argue that insight into language planning can be drawn from an analysis of the actors involved and/or the five stages of planning.

While this model has been constructed to undertake a reflective 'de-construction' or assessment of previous LPP actions, this article contends that the framework can be integrated into a more detailed analysis of on-going projects (as illustrated below in the case of reform to language policy and practice in the UN system) and prove useful in modelling and subsequently assessing actor involvement in acceptance or resistance to recommendations for change.

The following provides a brief account of the history of LPP at the UN and attempts for reform.

LPP and the UN

LPP has long occupied the concerns of the UN. The initial policy on language use was established in the first General Assembly Resolution 2 (I) in 1946. Since then six official languages (Arabic, Chinese,

English, French, Russian and Spanish) and a varied number of working languages[2] have been promoted and supported in its various agencies and its commitment to multilingualism has been enshrined in a series of resolutions[3] (see Author in press). The *de facto* situation has seen a reduction in multilingual provision and an imbalance in the languages used and supported and the overall dominance of English as a lingua franca (Piron 1980; Author 2006, 2008, 2010, in press). Recognising inequities in multilingual provision, use and policy across the Organisation[4] over the years, the Headquarters in New York initiated internal processes of review and reform. The most recent documented in the Joint Inspection Report (JIU/REP/2011/4)[5] of 2011.

The report, initiated by the Food and Agriculture Organisation (FAO), the Board of Auditors (BoA) and the United Nations Department for General Assembly and Conference Management (DGACM), built on the 2002 JIU on the same topic. It was co-authored by two employees (Fall & Zhang, 2011), tasked as independent assessors to review the multi-agency language policies and provision and to make recommendations with respect to the implementation of multilingualism and the parity afforded to the official and working languages of the Organisation. The inspectors focussed their assessment on five organisational domains: conference provision; institutional partnerships;

[2] For example English and French are the working languages employed in New York however three working languages are supported at the International Maritime Organisation (IMO) in London – English, French and Spanish. The UN Economic Commission for Africa (UNECA) proposed the use of Portuguese within its Commission due to its prevalence in a large proportion of African states.

[3] 2480 B (XXIII) of 21 December 1968, 42/207 C of 11 December 1987, 47/135 of 18 December 1992, 50/11 of 2 November 1995, 52/23 of 25 November 1997, 54/64 of 6 December 1999, 56/262 of 15 February 2002, 59/309 of 22 June 2005, 61/121 B of 14 December 2006 and 61/236 and 61/244 of 22 December 2006, 61/266 of 8 June 2007, 63/100 B of 5 December 2008, 63/248 of 24 December 2008, 63/280 of 8 May 2009 and 63/306 30 September 2009, 65/107 B of 10 December 2010, 65/245 of 24 December 2010 and 65/247 of 24 December 2010 and 65/311 of 19 July 2011.

[4] 'Organisation' with a capital 'O' refers to the entire UN system (including all agencies) in addition to the New York Headquarters; 'organisation' spelt with a lower case 'o' is used when referencing individual agencies.

[5] The Joint Inspection Unit is an independent unit of the UN over-seeing the management of budget and the efficiency of services. It is tasked to review and assess the status of current systems in order to improve management and coordination across the UN system.

outreach; recruitment and training, and gathered predominantly qualitative feedback via interviews, desk work, official documents and Secretary Generals' reports from 25 UN organisations.

Whilst detailing the prevalence of multiple languages in the different contexts, the report stresses the lack of a strategic plan involving all UN agencies and notes the 'piecemeal and fragmented approach' (p.iv) to multilingualism. It cautions against the increasing and pervasive hegemony of English especially due to decreased budgets, noting for example, a tendency for resolutions to be drafted in English, despite them being central 'negotiating tools' (p.22) and criticises the ineffective role of the 'Co-ordinator of Multilingualism'[6]. The report calls on its organisations and Member States to redress this situation in order to facilitate linguistic and participatory equality. It identifies multiple agents as responsible for the equitable provision and use of official and working languages across the Organisation and calls for the adoption of a "One UN policy on Multilingualism" detailing a series of 15 recommendations for legislative bodies and executive heads involving a collective commitment and responsibility to the preservation of 'institutional multilingualism to promote international communication, understanding, participation and inclusion' (p.4).

A plethora of problems are identified including: a lack of co-ordination on language policy and the implementation of multilingualism within and across the functioning of organisations; variation in the definition and use of 'official' and 'working' languages across the system; the increasing cost of conference and language services; an overall tendency to favour English over all other official and working languages; a shortage of interpreters and translators and a need for succession planning for the retirement of language service staff; the need to encourage and support the language training of existing and future language and Secretarial personnel; and the need to develop and support multilingual websites. Specific recommendations are peppered throughout the report with named

[6] The 'Co-ordinator for Multilingualism' (CoM), the then Under-Secretary-General for Communications and Public Information, was appointed in May 2008 by the Secretary-General in order to oversee (and strategise about) the uniform implementation of the various resolutions on multilingualism. The CoM receives proposals and requests from within the Secretariat. The report recommends that each agency appoint a CoM.

responsible agents/collectives summarised below and organised, for analytic purposes, into agentive clusters including: the Secretary General/Executive Heads of the organisations and legislative bodies.

Recommendations to Executive Heads/SGs

Recommendation 1: the appointment of a 'Co-ordinator for Multilingualism' (CoM) or senior official by the Secretary General of each organisation responsible for the development of strategic plans for the implementation of multilingualism with the support of agents within their organisations. The CoM is responsible for reporting to legislative bodies.

Recommendation 2: Executive Heads under the institutional framework of the CEB should develop an agreed definition of 'official' and 'working' languages for co-ordination across the entire UN system.

Recommendation 3: Executive Heads should be responsible to rectify the imbalance in the use of working languages in secretariats and 'require' all staff minimally to command a 'good knowledge' of a second working language.

Recommendation 4: Executive Heads should monitor use of the official languages and assess user need, in addition to developing strategies to enhance multilingualism in collaboration with their CoM and 'related network of focal points'.

Recommendation 5: The CEB (involving the participation of Executive Heads) should develop a working group to discuss the sharing of resources and limit the cost, whilst enhancing the productivity and efficiency of conference and language services.

Recommendation 7: The Executive Heads should ensure compliance with agreements between the UN and the International Associations of Conference Interpreters and Translators.

Recommendation 9: Executive Heads must plan for examinations, selection and recruitment of language candidates from different educational backgrounds, in addition to offering incentives for

career development in languages and the retention of language staff.

Recommendation 10: The Secretary-General of the UN (as Chair of the CEB[7]) should address the issues raised in Recommendation 9.

Recommendation 11: Executive Heads should ensure that new staff (including senior personnel) are fluent in one working language and have a good command of a second, with appropriate consideration given to their duties.

Recommendation 13: The Secretary General of the UN should promote language events to raise awareness about the advantages and disadvantages of multilingualism targeted towards Member States, academia and other interested parties. Where ever possible partnerships should be developed and 'extra-budgetary contributions' (p. 42) encouraged.

Recommendation 14: The Executive Heads of the organisation responsible for working in the field (e.g. peacekeeping; humanitarian aid) should deliver work in official and working languages and also consider the local language(s) of the recipients.

Recommendations to Legislative Bodies

Recommendation 6: Legislative bodies should incorporate the cost of conference and language services for any new institutional body into the budgetary plans.

Recommendation 8: The legislative bodies of the organisations of the UN should allocate resources to succession planning to cover retiring personnel in conference and language services and to train personnel for language examinations.

Recommendation 12: Legislative bodies of the organisations should provide funding to support multilingual websites (using official and working languages).

Recommendation 15: The legislative bodies of the organisation should support and ensure that all 'core work' is delivered in the official and working languages.

[7] United Nations System Chief Executives Board for Coordination

These recommendations simplify the web of LPP influence. As detailed in the table below, the responsibility for LPP implementation and action, whilst recognised in the report (p. 16), extends across many stakeholders and nodes of influence. Table one provides details of the stated 'responsibilities and actions' in the JIU, with additional categories added from the discursive sections of the report highlighted in *italics*. The table also records an analysis of: the agent's expert status; stages of influence; and the type and approach to planning (the latter adapted from Zhao & Baldauf, op.cit. & Hornberger's 'Integrative Framework', 2006:29).

Table 1: Nodes of Influence on LPP

Stakeholders/Nodes of influence	**Expert Status**	**Responsibilities & Actions/ LPP Goals**	**5 I's wrt 'Responsibilities & Actions/LPP Goals'**	**Type & Approach wrt 'Responsibilities & Actions/LPP Goals'**
Member States *& Representatives*	Group 3: People with power	1. *Status planning*/*Policy formation*: Establish a mandate on multilingualism & monitor its effective implementation *& compliance* 2. *Finance: Provide the financial backing and* decide about allocation of resources to support implementation 3. *Officialisation*: Choose language(s) of communication *for the organisation & specific duty stations (physical & virtual)* and do not privilege English over other official languages (contrary to current reality). *Support the development of a multilingual website to ensure all content is presented in the official languages.* 4. *Implementation:* Use their official language in official meetings *(speaking &*	1.Initiation, (involvement), implementation-and-evaluation 2. (Involvement) & implementation-and-evaluation 3.Initiation, (involvement) & implementation-and evaluation 4. Influence & implementation-and-evaluation	1, 2, 3, 6 Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication) 5 Acquisition planning – formal role of languages (choice of codes) 3, 4, 7 Prestige planning

		documentation) if it is a UN language *(try to avoid lingua franca use – especially English, if national language is supported in the institution)* 5.*Acquisition planning/Training:* Support language training in their national education systems so as to promote new generations of language professionals adapted to the needs of international organisations *6.Interpretation/translation: Internal to UN - Provide documentation in good time for language services to translate(/ précis) into working/official languages & post onto website (e.g. agenda for meetings) + co-ordinate where interpretation is needed* *7.Outreach/prestige planning: Support organisational events that promote multilingualism, e.g. Language Days.*	5.Initiation/intervention (bring to the attention of national education system + citizens), influence (prestige) 6.(Involvement), implementation-and-evaluation 7.Influence	
Executive Heads *(including SGs & Co-ordinator*	Group 3: People with power	1.*Appoint a senior official as CoM and* define internal procedures to	1.Involvement, intervention,	1, 2, 3, 7, 9, 12 Status planning (Approaches –

for Multilingualism)		ensure effective implementation of the mandate and report regularly on progress made to Member States	implementation-and-evaluation	Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication)
		2. Ensure via CoM and related personnel that all operating regulations –particularly with respect to administration in the Organisation – are translated into all official languages	2. Involvement, implementation-and-evaluation	8, 11 Acquisition planning – formal role of languages (choice of codes) 5, 6 Prestige planning
		3. Ensure that CoM regularly assess the needs of key stakeholders (Member States and partner organisations e.g. academia) and units within their organisations e.g. via surveys distributed by an ad hoc network or working group (e.g. human resource network)	3. Involvement, implementation-and-evaluation	
		4. Ensure a balance is maintained between external and internal interpretation and translation services in order to preserve the 'institutional memory'	4. Involvement, implementation-and-evaluation	
		5. Lead by example by communicating in languages other than English in official	5.Influence	

		events, if having a good command of other official languages		
		6. Promote incentive measures *(e.g. promotions)* to facilitate the development of language skills *(including knowledge of at least a second working language)* within their organisation	6.Influence	
		7. Make senior management accountable for achieving clear results with regard to language parity and equitable treatment for languages	7.Implementation-and-evaluation	
		8. Recruitment: Ensure that any senior official appointed to work at the UN has command of one official language and a good command of a second and any senior official working in the field commands the language of the host country (if it is an official UN language)	8. Implementation-and-evaluation	
		9.Ensure the enforcement of established agreements in language services (e.g. for organisations having ratified the	9.Implementation-and-evaluation	

		agreements regarding freelance translators and interpreters) *10.Nurture collaboration internally in organisations among clients (e.g. Member States, civic groups) and providers of language services* *11.Devise (via CEM) and ensure the implementation of a common framework (across the system) for language training programmes and certification + examinations and candidate selection + career development for language staff retention* *12. Develop a common understanding of the terms 'official' and 'working' languages to ensure better coordination and support for multilingualism*	10.Involvement & intervention 11.Implementation-and-evaluation 12.Implementation-and-evaluation	
Managers in the organisations	Group 3: People with power	1.Promote language training for staff and themselves for career development. 2.Use different working languages, not only for official activities, but also in the day-to-	1.Influence & implementation-and-evaluation 2.Influence & implementation-and-evaluation	4 Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication)

		day work of the unit, within existing resources. 3. Assess the real knowledge of language skills as required for a post, during the recruitment process 4.Plan for multilingualism by including translation costs in project budgets *(avoid translation in English-only to reduce cost)*	 3.Implementation-and-evaluation 4. Implementation-and-evaluation	1 Acquisition planning – formal role of languages (choice of codes) 2 Prestige planning
Managers & staff in language-related services	Group 1 & 3 - People with expertise & power	1.While providing quality goods and services as requested, continuously draw attention to the challenges and difficulties faced by their services, and limit quality-quantity trade-off caused by increasing resource constraints 2. Inform CoM and HR of plans/need for succession and future recruitment of personnel *3. Foster partnerships with academic institutions to improve language curricular and ensure they are nuanced to meet the demands of the work carried out by the UN*	1.Initiation, intervention & implementation-and-evaluation 2.Implementation-and-evaluation 3.Intervention & implementation-and-evaluation	1, 2, 5, Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication) 3, 6 Acquisition planning – formal role of languages (choice of codes) 4 Corpus planning – terminological unification + computer-aided translation

		4. Use in-house computer-assisted translation (CAT) tools (e.g. terminological data bases & translation software) to increase productivity, parity and efficiency. Particularly applicable to organisations where text is 'recycled'. *5.Consolidate terms in all official languages* *6.Enhanceand continually update language skills for career development*	4.Implementation-and-evaluation 5.Implementation-and-evaluation 6.Implemenation-and-evaluation	
Human resource departments	Group 3: People with power	1.Verify compliance with language requirements in vacancy announcements and candidate competencies *when recruiting* for posts – *minimum requirement should be adverts in all working languages and on recruitment a candidate must have a good command of at least two working languages; if this isn't the case and candidate is desired ensure that training is set up and it becomes a condition of employment.*	1.Implementation-and-evaluation	1, 4 Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication) 1, 2, 4, 6, 7 Acquisition planning – formal role of languages (choice of codes) 3, 4, 5, Prestige planning

		2.Recruitment: Work with managers of recruiting departments and language service personnel to assess language competence of candidates	2.Implementation-and-evaluation	
		3. Recruitment & training: Lead by example and ensure that all new HR staff command at least two working languages and current staff are trained to enhance their linguistic repertoire if this is not the case.	3. Influence	
		4. Include and monitor language skills & ensure this is a stated criteria for promotion and career development in staff contracts	4. Implementation-and-evaluation	
		5.*Develop a database of staff language competencies* and publicise (e.g. in the telephone directory or email signature) the languages known by staff in the organisation	5.Influence	
		6. Liaise with with CoM and DGACM[8] to assess language	6. Implementation-and-evaluation	

[8] Department for General Assembly and Conference Management

		needs of key stakeholders (Member States and partner organisations e.g. academia) e.g. via surveys distributed by an ad hoc network or working group (e.g. human resource network) *7. Training & assessment: Work with DGACM, technologists & academic institutions to steamline process for language examinations necessary for employment in language services and update assessment format and methods*	7.(Intervention &) implementation-and-evaluation	
Outreach, public information, conference management and language services	Group 3: People with power	1.Ensure issuance of information in multiple official languages, in particular in electronic media (including websites, video clips etc), public briefings, bilingual newsletters *in order to target a wide audience and avoid discrimination. In the case of field activities, the local language(s) and beneficiaries should be taken into account.* *2. Work with Member States, academia and others to promote language events e.g. Language*	1.Implementation-and-evaluation 2. (Involvement) Implementation-and-evaluation	1, 2, 3, 4, 5, 6, 7, 9 Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication) 4, 7, 8 Acquisition planning – formal role of languages (choice of codes)

		Days to enhance debate and awareness about the advantages and challenges of multilingualism. 3. Establish MoUs with academia and partnerships with other organisations in language-related areas. *These institutions provide common training and assessment and students can be offered internships. 19 MoUs have already been established internationally.* *4. Develop and support in-house training programmes and internships in language services* 5. Maintain language-quality standards despite budgetary constraints, and request the resources necessary to maintain their standards. 6. Incorporate the results from IAMLADP[9] annual meetings to keep improving quality, efficiency and coordination in the area of	3. (Involvement) Implementation-and-evaluation 4. (Involvement) Implementation-and-evaluation 5.Intervention, (Involvement), Implementation-and-evaluation 6. (Involvement) Implementation-and-evaluation	

[9] The 'International Annual Meeting on Language Arrangements, Documentation and Publications'.

		language and conference services *(e.g. co-ordination with Member States to ensure timely submission of documentation for interpretation/translation into all official/working languages)* *7.Plan for succession to ensure replacements - translators/ interpreters are in place* *8.Advise external personnel brought in for ad hoc translation/interpretation on organisational practice as internal personnel are in command of the 'institutional memory'* *9.Field activities: Work with local translators/interpreters in the field to deliver activities and materials in the local language*	7. (Involvement) Implementation-and-evaluation 8. (Involvement) Implementation-and-evaluation 9. (Involvement) Implementation-and-evaluation	
Staff members at large	Group 2/3: People with influence & power	1.Continue to use the languages other than English in their work environment – *for documentation and conversation*. 2.Enrol in language courses if they currently master only one official/working language	1.Influence 2. (Involvement) & Implementation-and-evaluation	1, 4 Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication)

		3. Use computer-assisted translation when relevant and feasible in their daily work (with due caution) *4. Inform HR of language competencies in order to update database*	3. (Involvement) & Implementation-and-evaluation 4.Influence & implementation-and-evaluation	2 Acquisition planning – formal role of languages (choice of codes) 3 Corpus planning – terminological unification + computer-aided translation 1, 4 Prestige planning
Academic institutions	Group 1: People with expertise	1. *Provide well-trained language-service professionals. Need to s*trengthen partnerships and adjust curricula *and assessments* to the needs of international organisations so that there is an equilibrium in supply and demand for language services with a win-win result for both language professionals and language services *2. Consult on multilingualism, language policy and language economics in order to inform LPP choices and implementation* *3. Engage in network partnership activities e.g. contribute to UN 'Language Days', seminar series, set-up interpretation degrees in*	1. (Involvement, intervention) Implementation-and-evaluation 2. Intervention 3. (Involvement, intervention) Implementation-and-evaluation	2, 3 Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication) 1, 3 Acquisition planning – formal role of languages (choice of codes) 3 Prestige planning

		collaboration with other institutions/agencies (e.g. UN, EU, Banks) etc.		
Other multilateral institutions	*Groups 1 & 3:* People with expertise & power	*1.Consult, review and compare successful LPP decisions in other sites of transnational engagement e.g. The European Commission and European Parliament* *2. Language Training: Consult EU on successful harmonisation efforts in order for their adoption across the UN system e.g. The Common European Framework of Reference for Languages (CEFR) – provides a framework for language teaching (including learning objectives, methods and assessments)* *3.Establish partnership projects to enhance and support the training of language personnel, (e.g. the UN, the EU, the African Development Bank and the University of Nairobi collaborated to support the development of a Master's degree in Interpretation in Africa.)*	1.Involvement 2. Involvement 3. (Involvement, intervention) Implementation-and-evaluation	1 Status planning (Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication) 2, 3 Acquisition planning – formal role of languages (choice of codes)
Other external agencies	*Group 1 & 2:* People with	*1.External services to provide*	1. (Involvement)	1, 2 Status planning

	expertise & influence	*editorial, translation and interpretation services working alongside internal staff within agencies and in the field* *2. Drafting and monitoring of implementation of sectoral agreements with translators and interpreters – signatories = the International Association of Conference Translators (AITC) and the International Association of Conference Interpreters (AIIC)* *3. Agencies involved in monitoring language use in UN organisations, e.g. the 'Observatoire des Langues' an association of francophone journalists in Switzerland who maintain a permanent observer at the UN in Geneva.* *4. Technical specialists who can develop software e.g. to assess language competence for recruitment purposes of language service personnel and develop translation tools such as terminology data bases*	Implementation-and-evaluation 2. (Involvement) Implementation-and-evaluation 3.Influence 4. (Involvement, intervention) Implementation-and-evaluation	(Approaches – Policy planning (on form) = officialisation; Cultivation planning (on function) = interlingual communication) 5 Acquisition planning – formal role of languages (choice of codes) 1, 4 Corpus planning – terminological unification + computer-aided translation 3 Prestige planning

		5. Establish partnership projects to enhance and support the training of language personnel, (e.g. the UN, the EU, the African Development Bank and the University of Nairobi collaborated to support the development of a Master's degree in Interpretation in Africa.)	5. (Involvement, intervention) Implementation-and-evaluation	

Table 1 illustrates the nodes of influence determined as essential to the successful implementation of multilingualism within (and outside) of the organisation. A range of 'internal' and 'external' experts and partnerships, involving experts from Groups 1-3, are identified as crucial in augmenting and enacting key fields of action to achieve LPP goals in: language training (for language service, Secretarial and diplomatic personnel); language and conference services (interpretation and translation); recruitment and succession planning; outreach/field work; multilingual events; and developing and monitoring LPP success. Agents range from key Secretariat staff and Member States to HR and external professionals, including *inter alia* academics, technical specialists and monitoring agencies. Agency impact can be seen at different stages of the 'Actor Stage Model' and on the type and approach to LPP, depending on the stated LPP goal. Despite the obvious 'initiation' for action by the assessors themselves, Member States, and their representatives, are predominantly deemed responsible for the initiation of most actions (e.g. over-arching policy formation; training programmes) whilst Executive Heads (including CoM) are expected to become 'involved' and, as Member States, to ensure the effective implementation and evaluation of policy goals. Executive Heads and Member States are involved in the majority of the LPP stages in response to diverse policy goals. Key stakeholders and those in leadership positions (ranging from the SG to Managers and HR) are expected to 'lead by example', i.e. using their national language if supported by the Organisation - an important function in raising the prestige of languages other than English. All personnel, stakeholders and external agents directly or indirectly contribute to the implementation and evaluation of diverse LPP goals.

The complexity of the web of influence is illustrated in Figures 1-3. Figure 1 depicts the key 'fields of action' including at the 'macro'-level the establishment of a mandate, budget and CoM and LPP for internal and external communication. Subfields include establishing LPP goals for Secretarial staff, Member States, Fieldwork and Outreach programmes. These are further subdivided into nuanced

areas of action, e.g. for non-language service Secretariat staff, the use of official and working languages in the everyday work; language requirements for recruitment to the organisation and on-going training opportunities for self-development and promotion.

The polycentric roots of influence, determined from the analysis of 'Roles and Responsibilities/LPP Goals' recorded in Table 1, on the macro and micro fields of action are further illustrated in Figures 2 & 3 by the lines extending from the multiple agents/agencies depicted at the bottom of the figures. These range from (left to right) agents/collectives who work directly within the Organisation, to stakeholders and those who operate externally but influence the development and execution of LPP goals (e.g. academics, other multilateral agencies).The lines extending from these agents/collectives illustrate the web of influence on fields of action.

Figure 1: Fields of Action

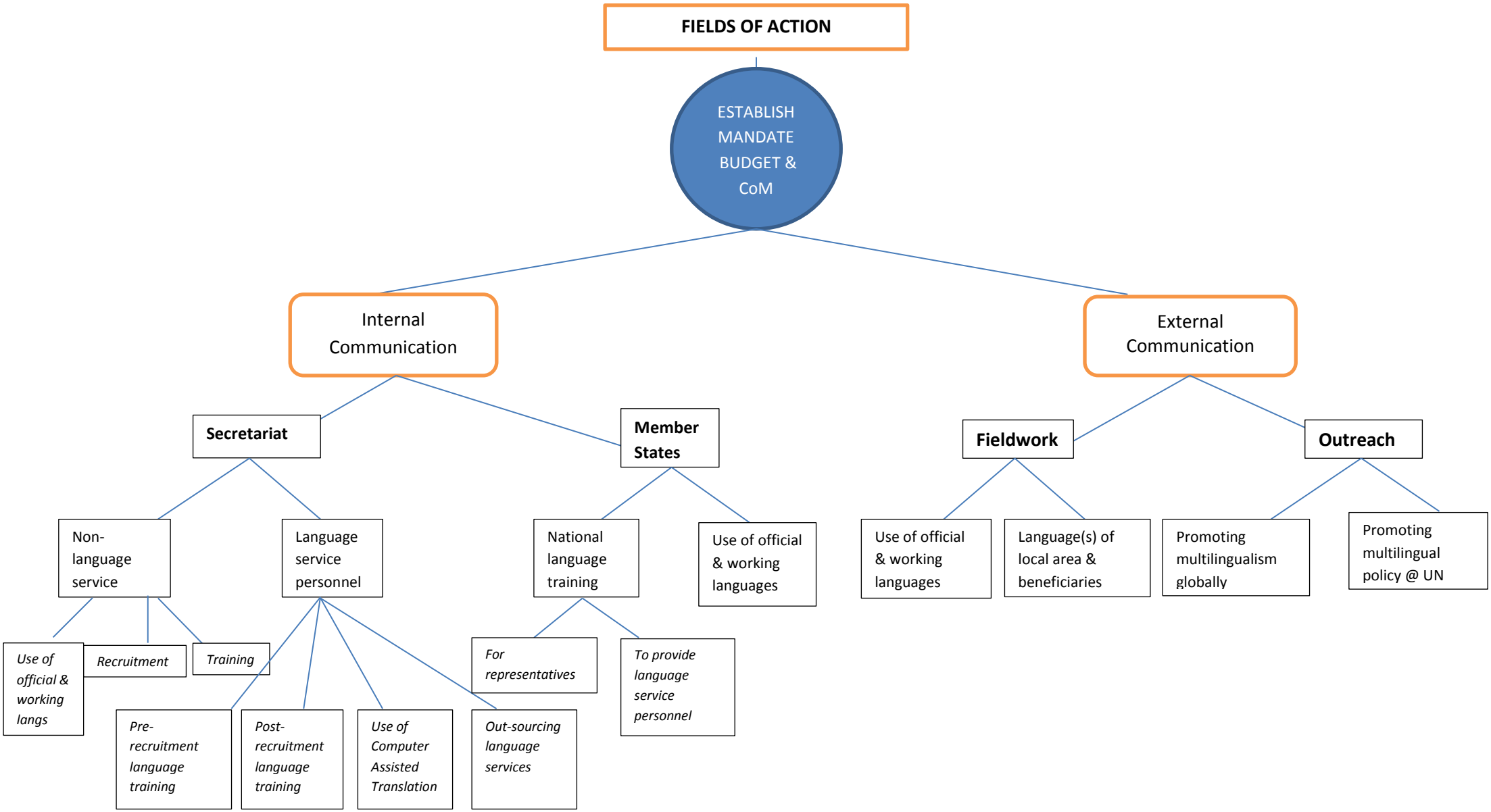


Figure 2: Network of LPP Participation for Internal Communication

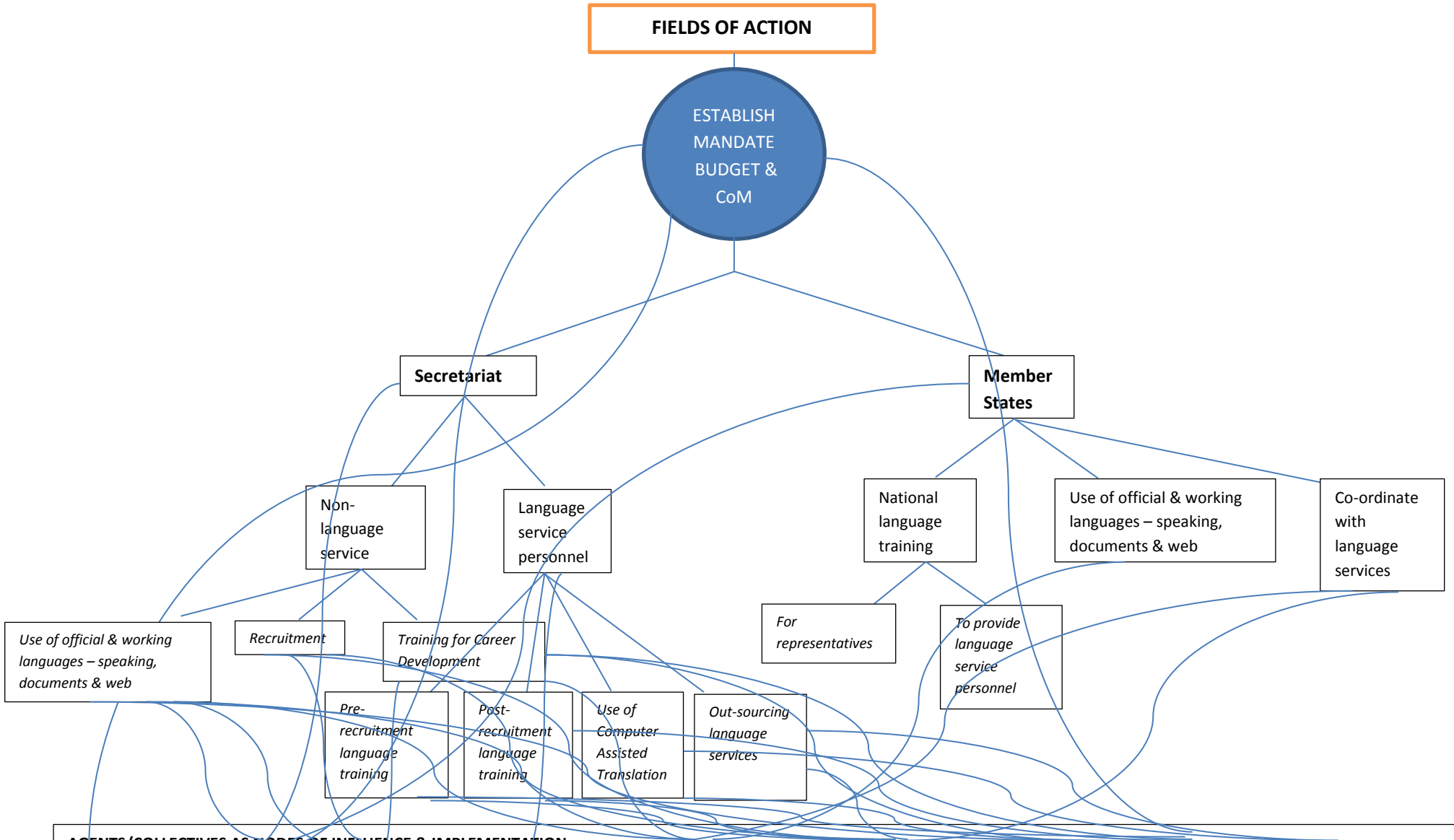
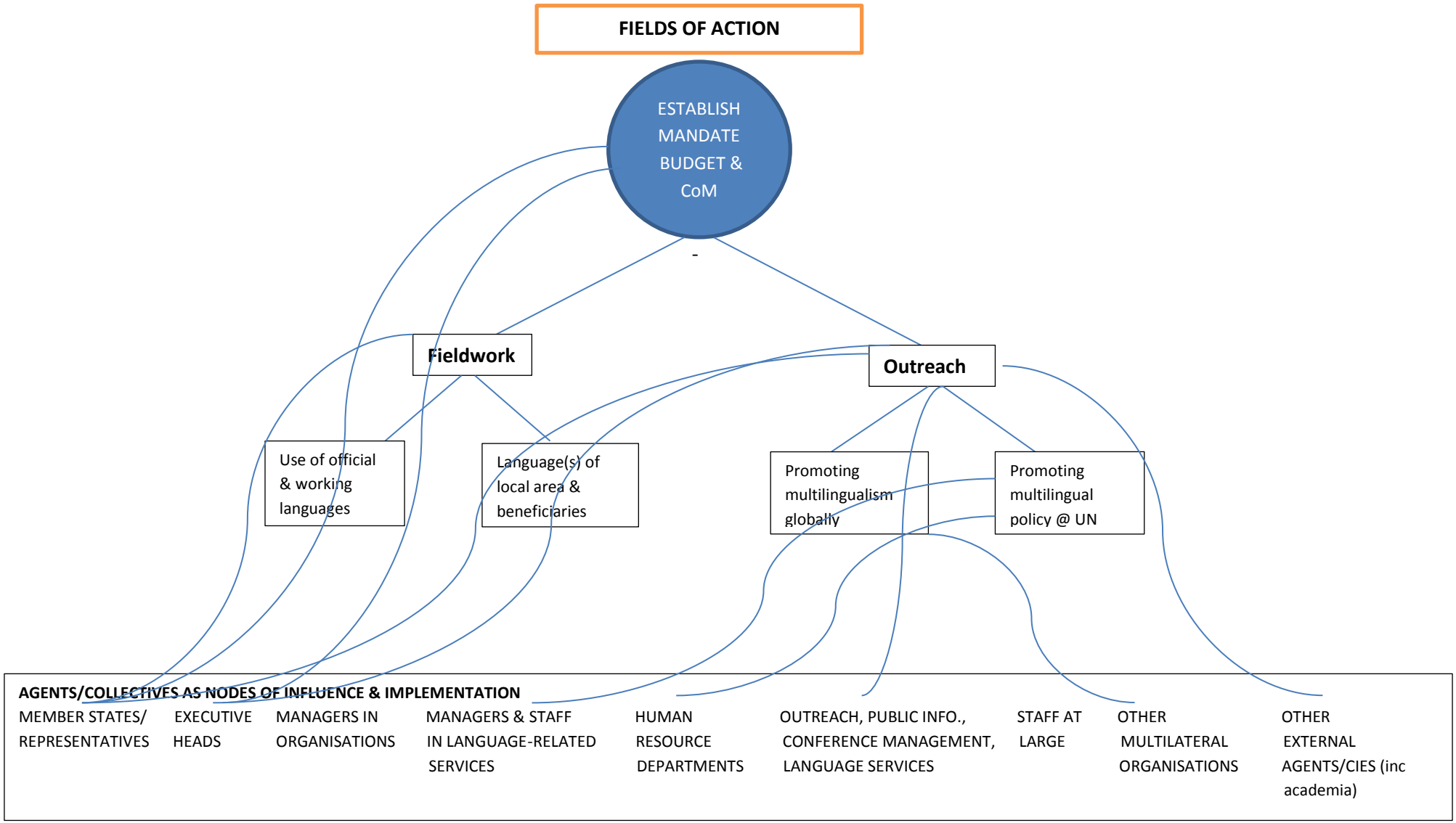
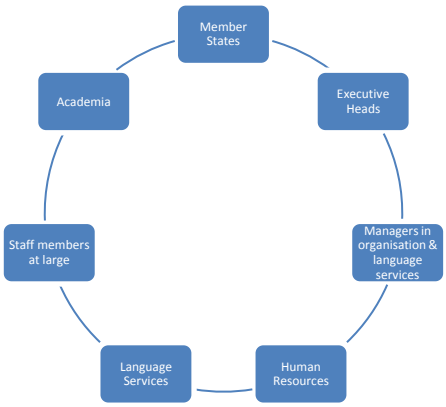


Figure 3: Network of LPP Participation for External Communication



Figures 2 & 3 illustrate the polycentric nature of LPP influence on internal and external communication. A further analysis of the multiple (relational) nodes i.e. which agents/collectives work together or independently to influence and/or implement specific LPP goals (illustrated in Figures 2 & 3 via the congruence of lines) are further analysed and depicted more discretely in the circle diagrams below. These purposefully do not privilege any actor/collective above another nor indicate status or importance. All are considered crucial (as detailed in Table 1) in achieving the main LPP goals of: i. language training; ii. language and conference services; iii. recruitment and succession planning; iv. outreach/fieldwork (including multilingual events); and v. developing, implementing and monitoring LPP success.

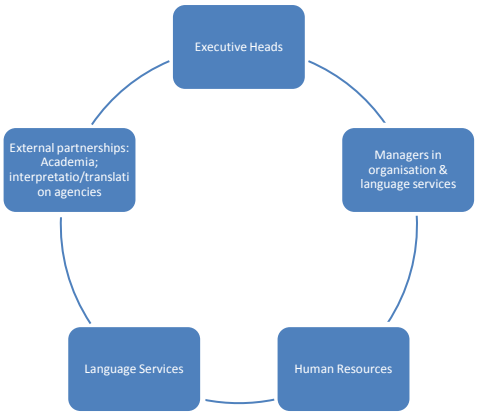
i. Language Training:



Seven agents/collectives ('nodes of influence') are identified as responsible to influence, initiate, implement and evaluate language training for the Organisation. Member states are deemed responsible to support language training for future professionals to work in international organisations in their national contexts and representatives to develop their own language skills. Executive Heads bear the responsibility of providing continued language training for Secretariat personnel and provide incentives for them to undertake training for career development; they are also responsible to oversee and monitor pre- and post-recruitment language training for the language services provided within the Organisation. Managers are expected to promote language

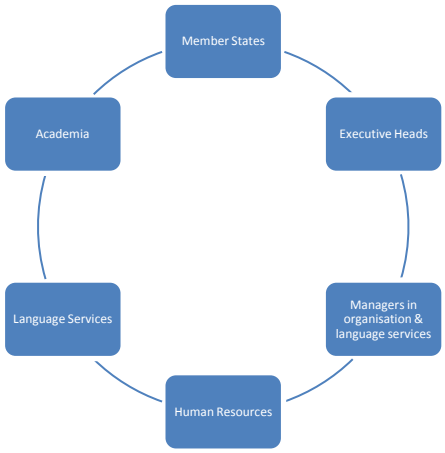
training to their personnel and, in language-related services, to develop relationships with academic institutions to ensure that curricula meet the demands of the Organisation's work. HR are required to monitor language training and assess language skills for recruitment, making it a condition of service and promotion for Secretariat staff; whilst 'staff at large' are to enrol in language courses if they only master one official/working language and avail themselves of the opportunity for continuous language training.

ii. Language and Conference Services



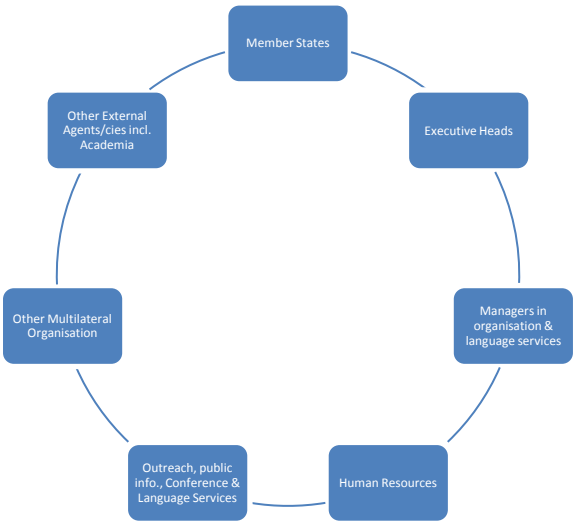
Five main agents/collectives are identified as crucial to the development and implementation of LPP for Language and Conference Services. These are deemed crucial for training, recruitment, provision and CAT (see 'Responsibilities & Actions' in Table 1).

iii. Recruitment & Succession Planning



Six 'nodes of influence' are identified as crucial actors in the recruitment of linguistically competent personnel for the Secretariat and in the recruitment and succession planning for language-services (see 'Responsibilities & Actions' in Table 1).

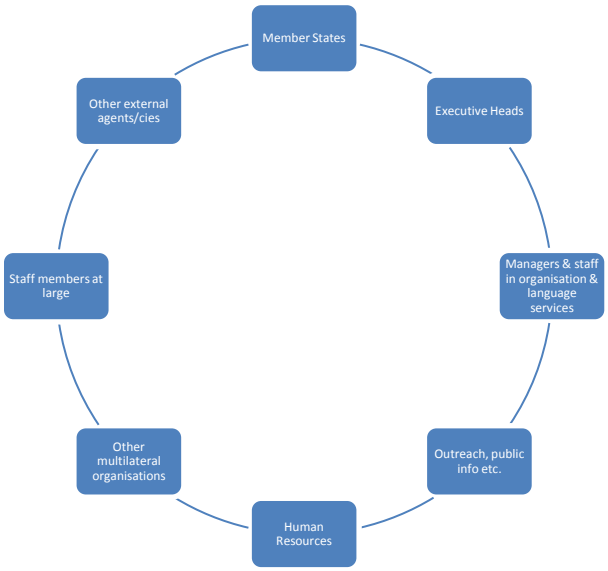
iv. Outreach & fieldwork



Seven agents/collectives are deemed to influence the development and success of LPP for outreach and fieldwork, for example: Member States are requested to support organisational events that promote multilingualism; Executive Heads, to oversee the implementation of the Organisational

mandate with respect to Outreach and Fieldwork; Managers and Language Services to provide language support; HR to liaise with CoM and DGACM to assess language needs of stakeholders (including workers and beneficiaries) in the field; External agents/agencies to engage in network partnership activities.

v. Developing, implementing and monitoring LPP



All listed agencies and collectives are involved in the network of LPP development, influence and implementation.

Conclusion

As previously acknowledged (Ricento 2006) there has been comparatively little research on the construction, implementation and evaluation of LPP and even less theoretical modelling of LPP in defined settings which would enable comparative analyses and evaluations of policy and planning

approaches in diverse contexts. Variability in contexts, goals and demands may account for this. This article argues that by taking agency as a core variable in planning and analysis, LPP scholars and practitioners are able to model and assess the LPP process and/or recommendations for reform in a more nuanced and uniform fashion. Moreover, agency should not be considered in the singular but plural; scholars and planners should account for and investigate the web of actor influence on LPP goals and implementation at different levels/layers of influence (macro to micro), acknowledging that actors may arise from different sources of expertise and may be influential at different stages of the planning process.

The paper calls for the investigation of diverse settings and the development of models and frameworks of LPP which are sensitive to the dynamic nature of contemporary global demands, multiple LPP goals, and the shifting nature of linguistic repertoires and multilingual actors in transnational spaces. It also attempts to account for the 'flatten(ing) of hierarchical structures' (Pennycook 2006:34), and the influence of diverse individuals/groups ('experts') to affect change. The proposed 'network' model builds on recent debates about agency in LPP – in particular which actors have the power and influence to affect and respond to change in LPP. Influence is argued to emerge from different locations and sources. Research might draw on and expand the categories previously developed by Zhou & Baldouf (2012, op.cit.); for example, the notion of 'expertise' must be extended to all those involved at the local level of meaning-making, crucially participants who implicitly and explicitly influence and determine language practice, thereby adding to the listing of participants in Groups 1-3 (see for example categories identified in Cooper 1989 and Haarman 1990).

The model constructed represents what might be interpreted as a democratic interpretation of actor influence, i.e. that all actors/collectives in the network are equally crucial to the success of LPP. Further research undertaken in the field needs to determine the strength of actor influence on the

construction and determination of particular LPP goals. The aim of this paper has been to stress the need to consider the foci and plethora of expert knowledge and influence rather the *extent* of influence on particular goals/language problems. The latter would demand further exploration via participant-observation, interviews and focus group discussion.

The development of network schemata and models encourages the analysis of multiple contexts and acknowledges LPP as an active, fluid process, contingent on diverse variables and open to reform and transformation by multiple agents. Moreover the analysis undertaken has illustrated how agents with influence and power may differ according to the task or goal; the constitution of the collective; and/or their roles and responsibilities. The recommended approach to the development and/or assessment of the success of LPP supports an ethnographic and ecologically-oriented perspective accounting for the influence and multiplicity of stakeholders, membership and other internal and external actors. In line with post-modern thought, actor categories and influence should not be determined a *priori* nor taken for granted but acknowledged as possibly contingent and shifting within and across different fields of action. Moreover, LPP itself is acknowledged as dynamic and negotiable in time and space; its meaning is not seated 'in' one text[10] or 'in' the reader of the policy document or language user but emerges via the actions and discourses of multiple agents, often in transaction with one another.

This paper calls for a scholastic turn in LPP research towards the theoretical and analytical consideration of the foci and network of 'agency' influence on LPP development, implementation and evaluation in diverse contexts; particularly on language policy and planning in established and emerging inter/transnational communities of interaction.

[10] 'Text' here is used to refer to the planning and policy document and discourse about LPP.

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