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## Language Management in Humanitarian Contexts: Unscheduled Migration

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**Abstract:**

*Unscheduled migration has become one of the challenges during the recent period. Among other issues a question of migrants' language management arises as language rights stand among fundamental human values and are subject to major international legislation.*

*However, field-based evidence argues that the language management in humanitarian contexts for unscheduled migration since 2015 neither has got stakeholders' comprehensive vision nor has become an academic subject.*

*The research aims to map and compare major institutional actors' goals and instruments the stakeholders use to implement the language management within the contexts under study. The materials include open-access official documents of the UNO, EU governmental bodies, international NGOs, national governments, local NGOs briefs and documents that contain reference to language policy and language issues management within the mentioned contexts.*

*Methodology grounds on interdisciplinary paradigm, integrates qualitative and quantitative approaches, uses computer- assisted content analysis of the mentioned documents, cluster and discriminant analysis. The research results in identifying core categories and their distinctive factors regarding language management as theoretical and applied phenomenon, language management major actors, their vision, strategic goals and instruments that they use to manage language policies regarding the target audiences and contexts.*

*The research relevance is related to the status specification of language management and its implementation within humanitarian, political, social dimensions at both international and national levels.*

**Keywords:** *Language management, language policy, language rights, unscheduled migration, humanitarian contexts.*

**JEL code:** F22.

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## **1. Introduction**

Management theories have passed a long way through studies conducted by Henry Fayol, Frederick Taylor, Elton Mayo, Douglas McGregor, Stephan Covey (McGrath and Bates, 2017). Among other areas, current management theory addresses issues of language policy and planning. This framework incorporates issues related to research on the nation state policies regarding language use and planning, language rights within such contexts as education, citizenship, international landscape and globalization, media and public signage, et. (Tollefson and Pérez-Milans, 2018).

Recent research identifies language management as both individual and institutional understanding of language system and its use, as far as purposeful activities with respect to the language dual nature (system and communication) (Nekvapil and Sherman, 2015). On the other hand, it should be noted that the language management grounds on milestone international legislation. It aggregates provisions regarding the human right to use his/her mother tongue and to implement other fundamental fights by using it, underlines the strong need to promote multilingualism in the contemporary social, cultural, digital dimensions (Universal declaration of human rights, 1948; International Covenant on Civil and Political Rights, 1966; Universal Declaration of Linguistic Rights, 1998; Universal Declaration on Cultural Diversity; 2001, Recommendation concerning the Promotion and Use of Multilingualism and Universal Access to Cyberspace, 2003). In line with the above white papers there is an established practice of language support management for refugees, asylum seekers, as well as other foreigners who deal with legal, administrative, or healthcare settings (Squires and Jacobs, 2016; Stern, 2018). Moreover, scholars agree on the language policy critical role at times of crisis (Language Policy in a Time of Crisis and Transformation, 2012).

However, when it comes to the language issues within unscheduled migration during 2015-2018 those on the frontlines try to do their utmost to raise public awareness of challenges that those concerned face regarding language-related issues. This landscape leads to the research statement that language management within 2015-2018 refugee crisis neither has got stakeholders' comprehensive vision nor has become subject to academic studies.

The research hypothesis argues there is no major stakeholders' unified and coordinated vision of language management issues within the above mentioned situation of crisis. The research topic covers language management within humanitarian contexts for unscheduled migration to Europe since 2015 to present. The study concentrates on language management within institutional framework to tackle language challenges that arise as part of unscheduled migration. The research goal is to explore language management phenomenon and its implementation by institutional stakeholders in humanitarian contexts with regard to unscheduled migration. The above goal requires the performance of the following interim tasks:

- reviewing relevant literature;
- exploring the language management status within academic theoretical framework regarding the contexts under study;
- mapping major actors of language management within the mentioned contexts;
- identifying core categories that characterize major actors' language-related activities within the above contexts;
- analyzing the instruments that major actors use to manage language-related issues within the contexts under study. The above goal and tasks shaped the research methodology.

## 2. Literature Review

As it was mentioned earlier in the paper the research rested on the interdisciplinary background. In line with the research tasks literature analysis had to cover studies in management theory on the whole, language management as one of its field, and refugee crisis management themes, as well. The world has witnessed evolution towards performance measurement and managing systems for sustainable performance, creativity and output-oriented activities within interdependent internal and external dimensions (Drucker, 2002; Ratnayake, 2009; Khorasani and Almasifard, 2017). Although new specific areas for management application emerge we consider it relevant for the present research tasks to bear in mind that scholars agree on the common components of the management modern vision. It includes shared vision and courageous mission; team efforts, focused on solution and product development; corporate and cross institutional beliefs and tools to encourage employees to put hosting, sending, and moving actors in the focus; dense network of lateral communication (Buble, 2015).

Language management is one of the subject to the multifaceted management phenomena. The concept dates back to the past century works that debated opportunities for language planning (Can Language Be Planned?, 1971), then moved to discuss the stages of language planning processes (Language Planning Processes, 1977), and further focused on target audiences and key players in the above (Jernudd and Neustupný, 1987). The introduction has already specified the present research background understanding of the language management nature.

However, language management primarily is viewed within state policy and ideology (Orman, 2013; Ozolins, 2013), covers diverse areas from theoretical, conceptual and applied aspects (Spolsky, 2009; Sanden, 2016). Currently researchers explore language management with regard to language policies in national education (Spolsky, 2017), religious communities (Sherman, 2015), terminology management for various industries (Chiu and Jernudd, 2015). Language management issues when mapped within international dimensions concern international banking and multinational corporate management (Fairbrother 2015; Kingsley 2009; Piekkari and Westney, 2017), policy and practice development trends within globalisation (Chua Siew Kheng, 2018). Both policy

makers and academic community view language management theory “as a basis for the dynamic concept of EU language law” (Dovalil, 2014), as a tool to enhance multilingualism in Europe, to foster multilingual enterprises (Hagen, 2011).

Bearing in mind international white papers on language rights as inherent part of fundamental human rights one can clearly understand that language issues directly relate to human rights support and provision within humanitarian contexts including natural disasters, armed conflicts, man-made socio-political unrest and turmoil that make people flee their homes.

As the European countries have been trying to tackle the sharp increase in unscheduled migrants that now in its fourth year, refugee crisis management become subject to publications that focus on migration management in diverse areas. Respective papers focus on border control and key actors’ activities in the frame of bordering North Africa and European countries (Gaibazzi *et al.*, 2016), explore the role of governments, private sector and technology (PwC, 2017), analyze refugee crisis management as a complex set of political, legal, administrative measures (Selanec, 2015; Mayer and Mehregani, 2016). Some scholars insist that that situation with coming people is not refugee crisis but crisis of management (Bojadžijev and Mezzadra, 2015; Magennis, 2017) as it reveals ineffective management of human rights protection, including lack of language support and service provision (Grigoni, 2016), inefficient life management inside temporary settlements and camps (Bulley, 2014).

International academic community pays attention to divers topics related to the management of language policy and planning amidst migration rise. Their tentative list includes: management of strategies for communication within humanitarian aid contexts (Cevik and Sevin, 2017), host country language learning as a tool for resilience, education and employment (Auer, 2018), language-based immigration policy requirements (Campion, 2018), language as a point to choose the migration destination (Adserà and Pytliková, 2015). Moreover, those involved in migration flow management consider oral and written translation tools development and language mediators, engagement from the angle of human rights provision (O’Brien, 2016; Pyle, 2018; Wiley, 2012). There is one more point that deserves particular attention. It focuses international community attention on the fact that “vast majority of refugees stop in a country neighboring the one from which they fled” (Miliband, 2017). This is likely to take refugee influx management shift from the western shores to the North Africa land, Turkey, Lebanon, Jordan, other countries outside Europe. Furthermore, the same change can be observed in the official text of the European Council Conclusions, 28 June 2018 (2018) that focus on readmission and voluntary return measures to cope with unscheduled migration.

The above sources analysis lays preliminary grounds to identify key institutional actors for language management within institutional framework and levels they operate at. It is possible to state that the management of language issues in

humanitarian contests for unscheduled migration is implemented at supra-, mega-, and macro levels. International interstate and inter government organizations and international NGOs are key actors at the supra level. National governments and their affiliated agencies act at mega level; national non-government humanitarian and professional organizations are key actors at macro level. Particular emphasis is to be laid on EU countries shores and countries outside that EU zone that are forefront lines for hosting people on the move.

### 3. Research Methodology

Research methods followed the tradition of integrating qualitative and quantitative approaches to business and management research and used descriptive statistics, as well (Cassell *et al.*, 2017). The analysis combined theoretical and empirical studies. Literature review laid preliminary grounds to identify levels and major institutional actors of language management within the contexts under study. The empirical studies based on the content analysis of documents issued by the mentioned actors on the research topic. The choice of the above method was due to its proved efficiency for analysis of management in various domains (Vitouladiti, 2014; Landrum and Ohsowski, 2018; Hadro *et al.*, 2017; Sanders *et al.*, 2017; Leggat and Holmes 2015). The investigation used language-based approach to content analysis of the texts on language management.

The authors acted as coders and used both predetermined and emergent codes (Stuckey, 2015) for text data coding, using concepts from management studies (Davidson *et al.*, 2009), theoretical studies on language policy and management and concepts that evolved from the textual data. It was an iterative process in the course of which initial number of codes was reduced from over 100 themes to the hierarchy of four major code categories and fifteen code subcategories. Bearing in mind that a text unit assignment to a single code might be confusing, some units were assigned to more than one code. To reach the intercoder reliability, the texts units were coded and checked for consistency between three coders. Computer-assisted text coding tools were used to affiliate text units with coded thematic contests which discuss language-related issues. Cluster analysis was used for two purposes. First, to coordinate core topic categories, situational/thematic contexts they are embedded in, and, second, to measure frequency of contexts mentions in the texts under study. Discriminant analysis was used to identify statistically significant variables for major actors' divers repertoires of language management within humanitarian contexts.

As computer-assisted investigation proved its efficiency (Pandey *et al.*, 2016), a set of tools were applied, including automated search for key words double ranking (Wang *et al.*, 2016) and textalyser soft for collection and selection of documents, QDA Miner Lite for hierarchical text coding and codes grouping. SPSS was applied for statistical data processing.

Research materials collection and selection was implemented via on-line search under key words refugees and language in the EU 2015-2018/EU refugee refugees' language rights/ language policies/ language support. The search results produce links to nearly 90000 sources. Further steps included advanced computer tools use to select documents of major actors engaged in language management in the contexts under study. Automated search for key words double ranking was applied to distinguish the links to the above mentioned types of documents for their further processing by *textalyser* soft that helped to extract a list of most frequent key words.

The above procedure helped to identify only texts that represented institutional level of language management; the blog texts, refugee personal stories, etc., were excluded. Finally, the first 400 texts with the highest key word frequency were selected. To deal with comparable data in terms of texts size and language topics density (percentage of key words in the texts of the actors under study) the text selection included word count procedure.

Research material includes 101 documents of national governments of hosting/transit countries, 123 international level documents (affiliated mostly with UNO -UNHCR and International Organization for Migration) and documents of European Council (meetings, including briefings, conclusions, affiliated action plans, etc.), 176 sources of international and transit/ hosting countries' NGOs that engage in managing unscheduled migrants and asylum seekers. Only sources in English were subject to analysis to make the research tasks doable within a set period of time for research implementation.

Therefore, distinctive variables of documents on language management included the status of the actor that issued the document (international vs national, inter-state/governmental vs non-governmental), and the actor's localization of activities (World-wide/Pan-European), frontline (neighboring)/non-frontline/nonneighboring) status with regard to the migrants' country of origin.

#### **4. Results and Discussion**

Under the designed methodology automated search for key words double ranking paved way to identify the degree of focus on language issues that documents of various institutions reveal, the data is presented in Table 1.

Statistical analysis of compared keyword frequency regarding documents issued by different actors allowed the researchers to assess differences in language of sources under study. First, the figures map general trends and show that language issues wording takes less than 1% in the documents under study. However, the above table data makes it clear that NGOs put more emphasis on language issues with regard to migration phenomena management as the key words frequency is higher in the respective institutions documents. Further 400 texts selected on criteria of the above words frequency became subject to the computer-assisted content analysis.

**Table 1.** Key words ranking and percentage of use in the documents

Key words (percentage in the text content, calculated with regard to the overall words number in the text)	Texts and actors they issued by				
	UN documents	EU documents	International NGOs texts	Texts officially affiliated with Governments of EU countries	Local NGOs texts
Language	0,3	0,4	0,6	0,4	0,75
Language policy	0,2	0,2	0,4	0,3	-
Language planning	0,2	0,2	0,3	0,3	-
Language problems	0,2	0,1	0,4	0,4	0,6
Language barriers	0,1	0,2	0,5	0,3	0,9
Language rights	0,1	0,3	0,6	0,2	0,4
Language support	0,1	0,3	0,6	0,3	0,5
Language skills	0,1	0,4	0,6	0,3	0,7
Language training	0,2	0,3	0,5	0,3	0,7
Language classes	-	0,3	0,4	0,3	0,5
Language mediator(ion)	-	0,1	0,2	0,1	0,3
Interpreter	0,1	0,2	0,4	0,2	0,5
Interpretation	0,1	0,1	0,4	0,2	0,5
Translator	0,1	0,2	0,4	0,2	0,5
Translation	0,1	0,1	0,4	0,2	0,5

**Source:** Authors.

Text content analysis resulted in 15 coded thematic contexts where language-related key words appeared. Total data went in line with previous figures on percentage of language-related key words in the texts under study: the percentage of the language related thematic codes in the texts did not reach 1%.

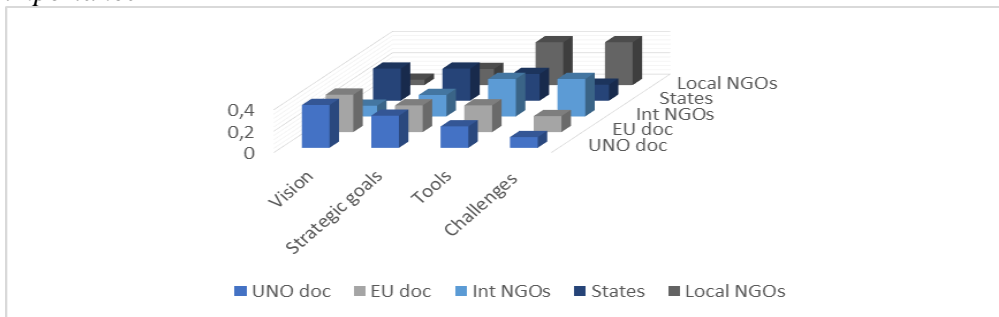
The list of coded contexts included voluntary returns, human rights, language support/service, social integration, language learning, education, information provision, translation and interpretation, social activities, lack of information in the target language, lack of financing, migrant personality identification, lack of multilingual technology, lack of language-competent human resources, social



tensions with the transit/hosting countries local communities. The above list was grouped into four major coded categories under the criteria of the frequency of contexts mentions in the texts under study. The major coded categories were identified in line with the management theory core concepts (Davidson et al, 2009) and were assigned to the institutional actors' vision, strategic goals, tools and challenges regarding the phenomenon categories under study. The frequency (%) of language-related coded themes in the texts under study varied depending on the actors who issued the above texts. The percentage of coded thematic contexts affiliated with specific core topics laid grounds to statistical data interpretation regarding the institutional understanding of language management.

The content analysis has revealed that different institutional stakeholders attach different level of importance to different categories, see Figure 1, that confirms difference in the distribution of percentage of respective codes that appear in the texts issued by the institutions under study.

**Figure 1.** Institutional views on the language management topic categories importance



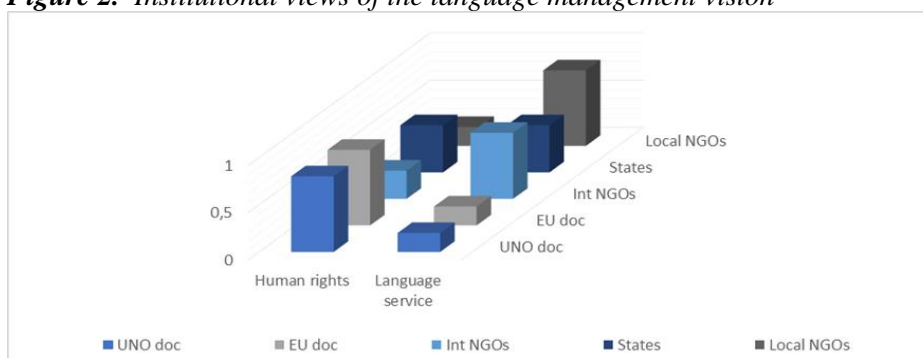
Source: Authors.

The above diagram shows that both international and local NGOs lay primary emphasis on tools and challenges within the language management aims to support migrants' language rights. The percentage of above institutions documents codes related to tools reach 0,35-0,4%, and as for codes that refer to challenges, their density ranges from 0,3% to 0,4%. Codes related to the vision take 0,1-0,4%, and codes related to strategical goals do not overcome 0,15-0,3%. Meanwhile, the texts of international interstate organizations and national governments include about 0,3-0,4% of codes referring to institutional vision, and 0,2-0,3% of codes addressing strategic goals. The percentage of codes concentrating on tools stand within 0,2-0,25%, and as for challenges, the percentage of codes does not exceed 0,1-0,15%.

Further analysis reveals the diversification of institutional views regarding their vision of language management for unscheduled migration in humanitarian contexts. Figure 2 reveals the ways institutions distribute factors within the category of language management aims. All key stakeholders operate with the concepts of human rights respect and language service and support within their language

management in the contexts under study. However the international institutions pay more attention to the human rights. The percentage of respective codes in their official texts stands at 0,8%, while the density of codes that refer to language service does not overcome 0,2%. The texts that represent national governments sources produce much more balanced approach. The respective texts include 0,5% of codes related to human rights and 0,5% of codes referring to language support. As far as international and national NGOs are concerned they primarily focus on language service. The percentage of codes related to the topic ranges from 0,7% in the NGOs' texts to 0,8% in the local NGOs' texts. The figures related to the density of codes associated with human rights vary from 0,3% (international NGOs) to 0,2% (local NGOs).

**Figure 2.** Institutional views of the language management vision

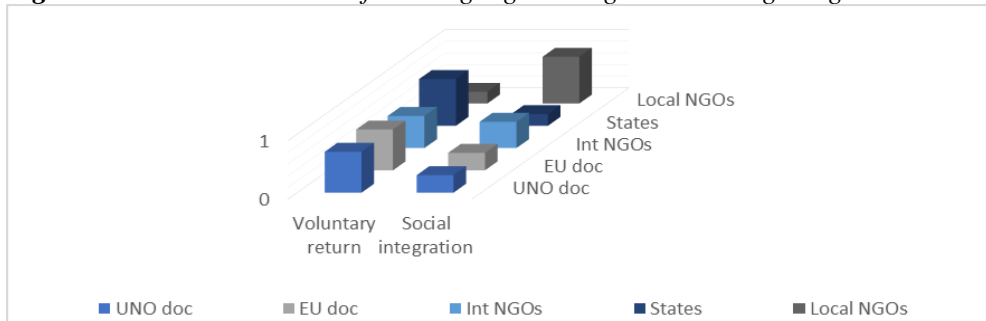


*Source: Authors.*

The research revealed sharp contrast in institutions' vision regarding strategic goals to implement the identified vision of language management. First, international and national governmental institutions mostly associate the language management with unscheduled migrants' voluntary returns. The density of codes referring to the respective concept reach 0,7% in the texts of the above organizations. Regarding social integration, the texts of the above institutions include no more that 0,3% of codes associated with the respective concept.

Local NGOs of the receiving countries follow opposite stance. Their texts density of codes related to social integration reaches 0,7%, and as for voluntary returns, the percentage of respective codes limits to 0,3%. It should be mentioned that international NGOs stand in the middle leveraging 0,55% of codes associated with voluntary returns and 0,45% of codes related to social integration. The data is introduced in Figure 3. The above difference in strategies leads to differences regarding the system of tools that key actors use. The content analysis confirmed the following list of major codes associated with tools: information provision to unscheduled migrants, translation and interpretation services, hosting country language learning, migrants' education and their engagement in social activities in transit/hosting countries.

**Figure 3.** Institutional views of the language management strategical goals

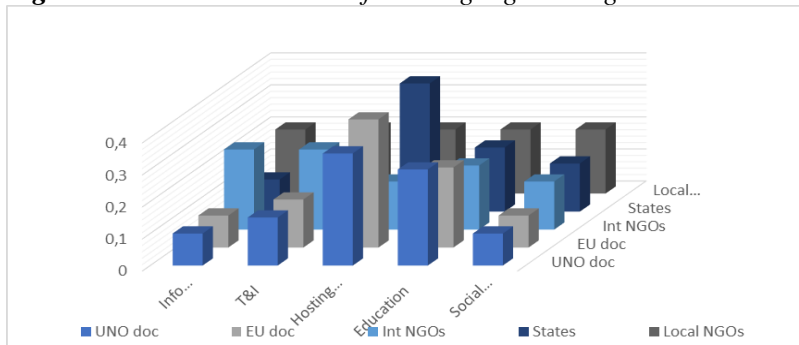


Source: Authors.

The study of respective codes density (percentage of key words in the texts of the actors under study) reveals a balanced approach of local NGOs (0,2% of codes for each tool of the mentioned list). Next international NGOs follow. They draw slightly more attention to information provision, translation and interpreting (0,25 % of the respective codes in the texts) and less attention to the hosting country language learning (0,15%), education (0,2%) and social activities (0,15%).

As far as International organizations and national states are concerned their documents reveal the above actors lay core emphasis on migrants education (0,35-0,4% of the relevant codes) and learning of hosting countries' language (0,3%-0,25% of the relevant codes).

**Figure 4.** Institutional views of the language management tools

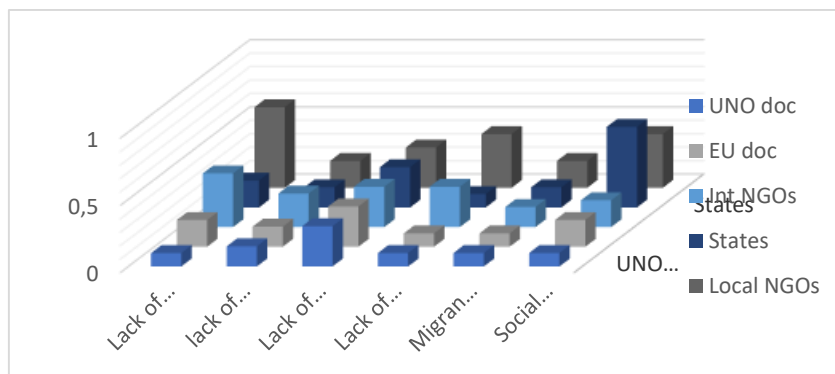


Source: Authors.

Regarding the challenges that institutional actors face the research data reveals that there are problems to which all the actors draw similar level of attention (Figure 4). For instance, the density of the codes associated with lack of human resources and lack of finances is similar in the texts of various actors. Meanwhile, there is sharp difference in density of the codes affiliated with lack of multilingual technology, social tensions between migrants and local communities lack of information provision in migrants' target languages. Thus, percentage of the codes in NGOs'

texts varies from 0,4 to 0,6, while indicators regarding states and interstate institutions stand between 0,1-0,2%. The relevant statistical data are presented in Figure 5.

**Figure 5.** Institutional views of challenges to language management



**Source:** Authors.

The overall discriminant analysis included the following variables, characterizing the institutions that implement language management within the field of the study: actor's international/national status, actor's interstate/governmental/non-governmental status, actor's frontline/non-frontline location with regard to migrants' move. Two canonical functions were identified and proved the significant difference for further interpretation: agency governmental /interstate-non-governmental status (0,61% dispersion,  $p < 0,000000$ ), actor's frontline/non-frontline location with regard to migrants' move (0,32% dispersion,  $p < 0,000005$ ). The functions are allocated as follows. NGOs' variables are at the pole of balanced language management tools aimed at migrants' language support by social integration, while interstate organizations variables are at the pole of priority selected tools aimed at human rights respect in the course of voluntary returns.

As for actor's frontline/non-frontline location with regard to migrants' move variables linked to local NGOs and national states on the Balkan/Mediterranean routs to are at the pole of balanced tools, while variables linked to international organizations are switching to the pole of priority selected tools regarding the language management for unscheduled migration in humanitarian contexts. The current content analysis findings go in line with scholars who have underlined that ideologies and practices of multilingualism deserve particular attention within migration contexts due to possible discourse shifts (Codó and Garrido, 2014). The present study confirms that different actors have different vision and therefore use different discourse content with regard to language management in humanitarian contexts of unscheduled migration.

The above data enhances earlier conclusions about the need to revisit the understanding of language policies within modern communities (Busch, 2012) and to rethink the coordination of services for refugees (Culbertson et al, 2016) with regard to communication in humanitarian contexts with unscheduled migration. The content analysis has discovered new contexts for earlier discussion (Jansson, 2014) on language barriers in multilingual care encounters, casting light on new target audiences engaged. The present study adds new angle to recent research on reintegration strategies (Kuschminder, 2017) as the research data reveals the existence of opposite tendencies (voluntary return versus social integration) in key actors' solutions. Moreover, the study of the documents has confirmed the critical status of language for the overall information provision to unscheduled migrants, earlier importance of information component was mentioned with regard to migration management on the whole (The Politics of International Migration Management, 2012).

The study results underline the need for enhancing institutional actors' awareness of language issues significance for unscheduled migration management. Earlier studies pointed out the importance of non-linear model of communication among different "language-concerned" stakeholders whose work "centers on language as a product" (Koller, 2018). The research data makes it possible to state that language management reference to undocumented migrants should rest on the interaction among global, regional, and national language orders within the communities involved; a similar point with regard to a particular country outside the EU was mentioned earlier (Zhou and Xiaomei, 2017).

## **5. Conclusion and limitations**

The research findings and discussion make it possible to characterize the language management status within academic theoretical framework and applied activities regarding the audiences and contexts under study. The core categories of language management in humanitarian contexts for unscheduled migration include the major institutional actors, their vision, strategic goals, tools to implement them, and challenges the key actors face. The analysis confirms the research hypothesis and reveals that different institutional actors have different visions, pursue different strategical goals, use different instruments and identify different challenges with regard to language management for the mentioned audiences and contexts.

The research results confirm that language management for unscheduled migration represents a comprehensive multifaceted on-going process and should become a subject of consistent discussion among major institutional actors engaged. The analysis concludes that language policy management requires those steps that are recommended with respect to organization management on the whole and should include on-going systemic analysis of key actors, their activities contexts, stakeholders' strengths and weaknesses.

In terms of methodology, the present research findings showed promising practice of content analysis for language management study as a new research area, bearing in mind that content analysis has a long standing practice in management. The analysis makes it possible to conclude that research on language management in humanitarian contexts for unscheduled migration requires the consideration of variables that influence major actors' repertoires of language management in the mentioned contexts and confirms the importance of managing the institutional vision, strategic goals, tools and challenges people, technology, knowledge of current state of affairs. New realities require new consolidated approach of the institutional stakeholders concerned and require more efforts to balance major actors' policies and activities. The research findings and discussion pave the way to language management further planning, organizing, staffing, coordinating, and controlling activities.

The present study limitations relate to use of materials that are produced only in the English language, besides the list of key words can be added thus leading to the data enhancement. Therefore text coding might reveal additional coded themes. The list of basic thematic contexts can be enlarged due to more documents analyzed, actors and contexts identified. The above, in turn, might lead to appearance of new meaningful variables for language management categories and factors with regard to particular countries' language management repertoires and experiences.

### **Acknowledgements:**

The authors thank Peoples' Friendship University of Russia - RUDN University as the publication was prepared with the support of the RUDN University program 5-100 as part of the research under grant № 090511-2-000.

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