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"If again, I would face the challenge to integrate Europe, I would probably start with culture."

(Jean Monnet)

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Summary

The European Union is unique. It has been founded on 'unity in diversity', which means that the European Union is a unity of member states that presents an immense diversity in cultures, customs, beliefs and languages.

The European Union counts 25 member states and 20 different languages (Czech, Danish, Dutch, English, Estonian, Finnish, French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Maltese, Polish, Portuguese, Slovak, Slovenian, Spanish and Swedish), 21 languages as from January 2007. All the different languages and cultures of the member states have a certain impact on the decision-making processes within the European institutions.

All 20 languages are official languages. Every member state is allowed to select one language as official. Regulation No. 1 of the Council of Ministers has defined the languages to be practised by the European Economic Community. This regulation states that all 20 languages are the official languages and the working languages of the institutions. Nonetheless, the regulation also proclaims that the European institutions are allowed to fulfil rules and procedures concerning languages in specific cases.

At the level of the Council of Ministers and the European Parliament all 20 are utilized, since representatives of the member states settle here. The European Commission and the Coreper only work in French, English and German. The Court of Justice determines the languages utilized depending on the parties involved. And at Council Working Group level, language use is different as well. An explanation will follow later.

Languages should have a latent value during the decision-making process. Languages do not play an overt role, because of the interpreters of the European institutions. The Directorate General (DG) Interpretation has the biggest interpretation service of the world and most of the work they do is on behalf of the Council of Ministers. The DG has faced lots of enlargements, but the biggest shock to their internal structure was the enlargement of May 2004, where 10 new member and consequently 9 new languages states joined the European Union. It was and still is problematic to find interpreters for every language combination.

At the level of the Council Working Groups, the request and pay system has been introduced. Delegates from member states have to request for interpretation, but are limited to a certain budget per language. Accordingly, this means that interpretation is not always present for several languages. Not only because delegates do not request for interpretation, but also because there is a lack of interpreters. If a delegate is not able to speak in the mother tongue, difficulties occur for the interpreters. The interpreters might not understand the, other than mother tongue language of the delegates. On behalf of the decision-making process, this means that misunderstandings arise and delays take place.

A shift towards English within the European institutions is noticeable. The delegates of the new member states tend to speak better English than another foreign language. Since for several new languages, there is a lack of interpreters, English is more often used during the decision-making process. Even the French speak more English, whose government policy it is to defend the French language. Once more, misunderstandings and delays occur.

Written draft texts are also more often drawn up in English. Initially, a certain text can show English influences, but because of the intervention of linguists and jurists, that influence is hardly recognizable in the decision when it is published in the Official Journal.

With 25 member states it is very complicated to reach one similar decision, the role that cultures and languages play during the process towards the decision makes it even more complicated.

Preface

One of the first remarks made to students before starting to look for a subject for their final thesis was to find a subject that really interests them.

I happen to be very interested in cultural differences and especially language. By choosing this subject I was also able to combine my former studies of French in some manner with my master on international public management and policy. And by doing so taking the subject of language to a higher level, the European level. To me it seemed very clear that deliberating with 25 member states and reaching one common decision is extremely difficult. Deliberating in 20 languages seemed even more complicated. What has been done in order to manage and organize the decision-making processes in the European institutions, dealing with 20 different cultures and languages? I considered that language must play a considerable role during the decision-making process. But, how to prove and examine that issue?

The first chapters of this project are introductory chapters. Chapter 1 explains and sets out the language issue within the European Union. In chapters 2, 3 and 4 the procedures, language regulations and the theoretical framework produce a starting point for the empirical chapters 5 and 6. In the conclusion can be read if language indeed plays a role during the decision-making process, how it influences the process and how that influence can be explained.

I consider this subject very interesting, including the process towards the final conclusions, which was difficult and challenging from time to time. Fortunately, with the help of my first co-reader, Dr. Hakvoort, I managed to produce this project. I did not have to convince him about how interesting and topical this issue is. He was supportive from the beginning. Thanks to his advice and profound reading I was able to write the project as it is at present.

My second co-reader Dr. van Nispen has given his assistance already at the first stage of this final project, when I was still struggling with the initial outline. He convinced that it was absolutely worth to research the topic.

In order to obtain empirical data, I have visited the Ministry of Foreign Affairs in The Hague and the European Commission in Brussels. I am very grateful for the assistance, openness and enthusiasm of all the people spoken to. They have given me a very profound look in the decision-making processes and how it is dealt with the number of 20 different languages.

Last but not least; thank you, my dear family and friends, who were of great support and who have always believed in me.

Astrid Wauben
Rotterdam, November 2006

1. Introduction to the language issue in the European Union

1.1. Problem analysis

Establishing the European Coal and Steel Community and signing the Treaty of Rome approved the equality of the official languages of the member states. The treaties were drawn up in the four official languages of the six participating countries (Belgium, West Germany, France, Italy, Luxembourg and the Netherlands). These four versions had to be equal as stated in the Treaty of establishing the European Economic Community and the Treaty of establishment of the European Atomic Energy Community. (Mamadouh, 1995) Here is shown that the equality of languages seemed important. However, this also brought up some practical problems of efficiency. Because, the Treaties were signed before the translations in Dutch and Italian had been finished and while there were still very big differences between the German and the French version. (Tabory, 1980:114-115)

After the enlargements of 1973 (United Kingdom, Ireland and Denmark), 1981 (Greece), 1986 (Spain and Portugal), 1995 (Austria, Finland and Sweden) and finally the ten new member states that joined the European Union in 2004 (Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland Slovakia and Slovenia), language became more complicated. The European Union is unique. It is founded on 'unity in diversity', which means that there is a diversity in cultures, customs, beliefs and languages. 'Language is the most direct expression of culture; it is what makes us human and what gives each of us a sense of identity.' (A new framework for multilingualism, 2005:2)

Mamadouh states that every European institution has its own language policy, which does not always correspond with the principle of equality. In the European Parliament, all documents are translated in the twenty official languages. In the European Commission, only French, English and sometimes German are used. However, final documents are translated in all the official languages.

Looking at the preface, it seems that there is an issue. All the different cultures and languages must have some affect on the decision-making process. The process could be slowed down and it could be that because of a lack of language knowledge, the communication transfer is not one hundred percent clear.

The European Commission created a framework strategy for multilingualism in order to promote language learning. That shows that they are already stimulating language learning. This also means that the member states have to make efforts in their educational system. The commission is aware of the fact that education in this matter is important and therefore set out an action plan for languages. Stimulation of language learning within the member states, but not within the European institutions.

1.2 Central Research Question

A broad central research question can be formed:

"How can the influence of language, as part of the culture of a country, on the decision- making process within the European Union be explained?"

The different cultures and languages of the European Union can be an obstacle for the decision-making process. By using several theories (see chapter 4) an explanation will be given on how the cultures and languages affect and obstruct the deliberations and the way to finally come to a unanimous decision.

The institutions of the European Union have been created by the member states of the European Union. Since the commencement the different countries had to work together. And from the beginning they had to coop with different cultures and different languages.

In the theoretical framework will be explained how these three variables, institutions, cultures and languages can be linked.

Since this is a very broad research question it has been narrowed down. First it is important what is meant by influence. Influence consists of the attempts actors make to other parties in order to make them do something or to omit a certain issue. Influence is hard to describe. It has a lot to do with determining cause and effect (Woerdman, 1999:245). Woerdman sets out six methods to measure power and/or influence. These methods are explained in the theoretical framework (chapter 4).

In the European institutions there has to be dealt with cultural differences. Different countries with different preferences. By looking at the outcomes of a decision it could be possible to measure the influence.

Another definition that needs more attention is decision-making. Decisions at European Union level are part of secondary legislation. They are totally binding on the party to whom they concern. Decisions are not applicable for everyone, but address to a specific party, like an individual or a member state. Within the European institutions several modes of decision-making are known.

The decision-making process of the European Union consists of many actors, but the European Commission, the European Parliament and the Council of Ministers play the most important roles. There are three main decision-making procedures, established in the Treaty of Amsterdam of 1999. Those are the co-decision procedure, which involves co-decisions and joint decisions by the Council and the Parliament. The second procedure is the consultation procedure, in which the Council must consult the European Parliament before it takes any decision. In the case of the third procedure, the assent procedure, the Council is only allowed to take decisions if the European Parliament has given its permission. In the Council of Minister there are different kinds of decision-making. QMV (Qualified Majority Voting), which consists of about two-thirds of the voting points, representing at least 13 member states and 62% of the population. And some decisions are taken by unanimity voting. (www.eu.int, van Schendelen, 2005) The European Commission proposes new legislation. The Council of Ministers and the European Parliament pass the laws.

To narrow down the central research question, the focus will be put on the co-decision procedure. And on the European Parliament and the Council of Ministers.

One policy field will be chosen, the educational area, which includes Erasmus Mundus (2004-2008). Chapter 5 focuses on this co-decided decision.

1.3 Sub-questions

After the central research question several sub-questions can be made. These questions will be drawn up in order to narrow down the central research question and are structured by institutions, culture and language.

The sub-questions that can be formed after the central research question are as follows;

1. What are the language policies in the European Union?
2. What is the role of the Directorate General (DG) Interpretation and the Directorate General (DG) Translation in the decision-making process?
3. What are the aspects of culture?
- 4a. Do culture and/or language play a role during the decision-making process of co-decision?
- b. To what degree do language and/or culture influence the co-decision procedure in the Council of Ministers?
- c. To what degree do language and/or culture influence the co-decision procedure in the European Parliament?
5. Case study: How can France and the Netherlands be compared in the co-decision-making process in the co-decision process towards Erasmus Mundus (2004-2008)?
- 6a. How have the culture and language of both France and the Netherlands influenced the decision-making process of "Establishing a programme for the enhancement of higher quality in education and the promotion of intercultural understanding through cooperation with third countries (Erasmus Mundus) (2004-2008)".
- b. Has the outcome of the decision been influenced by language and/or culture?
- c. To what degree can the outcome of the decision be explained by cultural theories?
7. In which way the decisions of both the Council of Ministers and the European Parliament have been adjusted to one another?
8. After the conclusion has been drawn up, what recommendations can be given?

These sub-questions contain descriptive, explanatory questions and one prescriptive question. The descriptive ones, questions 1,2,3 and 7 form the theoretical, description of what the Council of Ministers and the European Parliament are doing, what decision-making processes are used, what languages policies are involved, what role the different DG's according to language play and how culture is involved. Questions 4, 5 and 6 are explanatory questions. These questions are supposed to clarify the theories set out in chapter three. Question 8 is a prescriptive question and is drawn up in order to create recommendations after all the sub-questions have been answered and a conclusion is made.

The sub-questions will not be found in the same order as mentioned here. That is because, the questions involve cultural topics and linguistic topics. Both topics are deliberated in a different chapter.

1.4 Relevance

One of the aims of this project, concerning the issue of language, consists of receiving more insight on this topic. After the enlargement with the ten new member states, the topic of language has become more actual. Here the scientific relevance and the social relevance of the topic are explained.

Scientific relevance

The scientific relevance and the way this topic of the language issue fits in public administration are explained below.

The public area is very large, so is public administration. Public administration is a science, which changes frequently. It has to adapt to new economic, social and political circumstances constantly. That is why the language issue fits in the public

administration field. Language as part of the culture of a member state fits, because the institutions of the European Union have to adapt to these cultural differences.

Public administration can be defined in five ways; first as governing the society, giving directions to the developments within a society. The European institutions had to adapt to the enlargement, they had to broaden their capacity and make architectural differences to their administration. Secondly, public administration also means governing, as in producing policies in all sorts of policy areas. In order to be able to coop with the different languages, the awareness of multilingualism has risen. Policies have been drawn up in order to promote language learning among the member states. Thirdly, public administration is an academic study. Therefore theoretical principles have to be used. To respond to this third approach, different theories will be used to explain and understand the language issue. Fourthly, public administration shows connections with other fields, such as sociology, political science, economy and law. And so does the language issue. It contains influences of sociology, politics and treaties. The fifth way is public administration as a problem solver. Within the public arena, problems are not solved according to easy rules, but from a perspective that application of knowledge is surrounded with insecurities. (vereniging voor Bestuurskunde (VB))

Language policies have been drawn up, after consulting various parties trying to find the most ideal solution.

Several authors have already been studying the situation before the enlargement, like Mamadouh, who studied language use in the European Parliament of the EU-15.

The aim of this proposal should also focus on the situation after the enlargement. Within the European Union the notion exists of learning languages, different than the mother tongue. This is promoted among the member states. It could be very interesting to see how different institutions like the European Parliament and the European Commission deal with language issues. Furthermore, it could be interesting to research how different countries deal with this phenomenon. This project should show that the language issue is something to put more focus on and should make people aware of this issue.

Social relevance

The social relevance of this topic lies in the belief to receive more insight on this topic. And to make people aware of the fact that there are so many different cultures and besides, languages, to be dealt with in the European Union. People can be proud of this unique situation, but also question themselves how all the different cultures affect the European Union, in a negative as well as in a positive way.

The European institutions have to deal with multilingualism because of the fact that decisions have to be transparent and because of democratic legitimacy. On the other hand there is the big focus on language learning. The target of the communication on multilingualism focuses on learning two languages other than the mother tongue, but as already stated, the target is pointed towards the member states and not the European institutions.

At the end of this project recommendations are given to show how can be dealt with all these languages and cultures in a more effective way.

1.5 Methods of inquiry

This final project consists of a comparative and international study. Comparative because several institutions of the European Union will be studied and compared, as well as two different member states, as well as different cultures, different cultural aspects and different languages. The project will be international,

because the level that is focussed on is the European level, more specific, the European institutions and the member states of the European Union.

The member states focussed on are France and the Netherlands. The two member states differ in many ways, for instance their government and the manner they are governed. But also in their cultural behaviours and patterns. Therefore, there will also be looked at formal and informal patterns. Formal patterns like co-decision and the official language policies at the international level as well as on the national level. And informal patterns such as strategic patterns in for example the working groups of the Council of Ministers.

The project will be a qualitative study. A qualitative study means that an observer observes and then describes what has been observed. In qualitative research there is actually never one right answer. It is primarily inductive, which means that generalizations are based on specific observations and experiences. It is flexible and changeable during research. John and Lynn Lofland discuss several topics that can be used for qualitative research. The themes they mention, interesting for this research project are, first of all topic; by which they mean the kind of behaviour. In this case, the culture and language of the member states. Furthermore, roles. This theme can be interpreted as the position of the member states and the behaviour they show in the decision-making process. Then, organization, which can be interpreted as the institutions of the European Union. And finally, subcultures, for instance the French and Dutch culture and language use.

Four types of research can be distinguished; descriptive, explanatory, testing and evaluative research. The focus of this research project will be put on descriptive research. "Many qualitative studies aim primarily at description" (Babbie, 2001). In general, the observations will take place by the collection of information via literature; at the start of this research, literature about the language issue within the European institutions, particularly the European Parliament has been studied. They all describe the situation before the enlargement with the ten new member states. For the language planning theories, literature of Robert L. Cooper has been used. It could be very hard to apply these theories to the situation of the European Union, since it is such a unique organization. Important as well are the cultural theories of Geert Hofstede and Trompenaars and Hampden-Turner, and the theory of neo-institutionalism to be able to compare the different institutions and member states. Of big assistance are the websites of the European Union.

Official documents are also necessary to understand the issue. One of the latest useful documents is about multilingualism. This document has been made after the enlargement and shows how important language is. This document shows that within the institutions there is awareness of cultural and linguistic diversity. Literature about the language issue after the enlargement is not very present. This could cause difficulties. And therefore visits to Brussels will be taken in order to receive the empirical data that is needed. Field research is part of qualitative research. Field research will mainly take place in the way of interviews. A qualitative interview is an interaction between an interviewer and a respondent. The interviewer has a general plan of inquiry, but not a specific set of questions. The interviewer has to be fully familiar with the questions of course. (Babbie, 2001:292)

Before writing the project articles on the Internet about the language use in the European Union have been used. Most of the articles that were found discuss the situation in the member states. Then, the search for literature started related to language use in the European institutions and the search for language theories. It will be a challenge to use these theories, since the European institutions have their own language policies. As written above, there has first been started by looking for

literature about language. In this project, the method of research is the other way round. A start will be made by looking at the institutions, followed by looking towards culture and finally towards language.

The book of J.L.M. Hakvoort, *methoden en technieken van bestuurskundig onderzoek* is and will be used to help structure, organize and analyse all the information. 'Triangulatie' is the way of research. This is a mixture of research through interviews/surveys and secondary analysis. Secondary analysis means that documentation and literature created by others will be used.

The documents published by the DG's on the language issue are studied critically. For interviews the following procedure will be followed; the interview will be divided in several parts. First a short introduction about the interviewer followed by questions for the respondent in order to know his/her tasks and his/her place in the organization. Furthermore, questions will be asked about the field the respondent is working in, in order to get more insight on the way the field works.

Finally, the third group of questions is about diverse issues, more focussed on the theory. The survey consists of open-ended questions. Open-ended questions are questions that do not have a definite answer.

After the data is collected the answers will be analysed. That will be done in a descriptive, comparative and evaluative way.

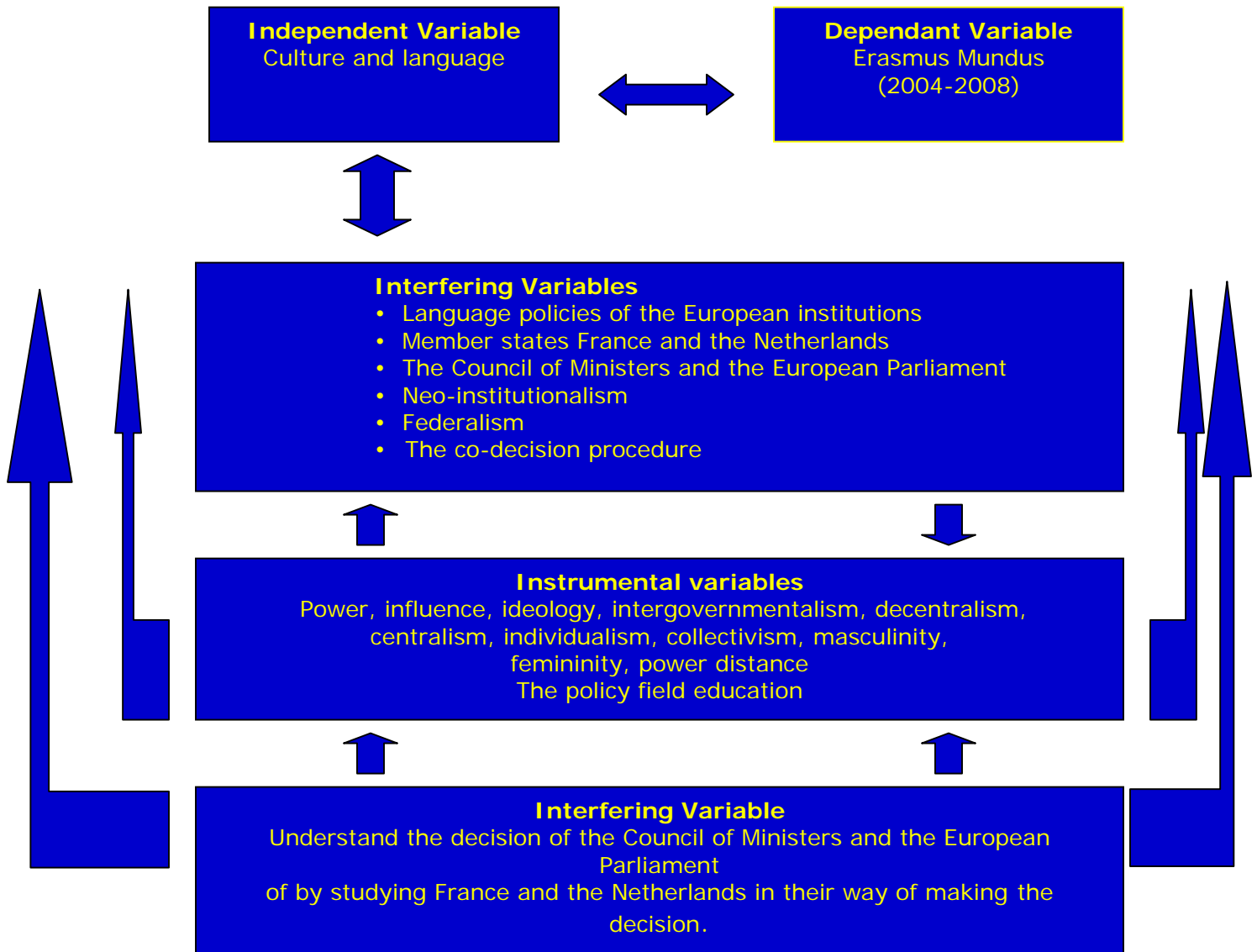
After all the necessary documentation is used and applied to the theories, a case study will be made. The languages of France and the Netherlands as part of their cultures are going to be compared in the policy field of education, Erasmus Mundus (2004-2008)

Pitfalls for this kind of research are validity. Interviewing people does not mean that the whole situation will be entirely clear from that point. Reliability is a pitfall as well. The culture of France is rather known, because of experience, but also because of generalising. The way the country is governed and what lies behind the French culture can be different of that initial image. Another pitfall is politically correct answers from the respondents. They could answer a certain question in favour of their working field, an answer that does not correspond with the way it actually is.

1.6 Variables

Below a scheme is given, in which the variables playing a role are presented. This scheme has to be seen as a hallstand. The variables will be deliberated below and further presented in the following chapters. This hallstand is also given in order to be aware of the causal effects, since a research examines the effect of an independent variable on a dependent variable. (Babbie, 2001:218) In this scheme the independent and dependent variables will be shown, as well as the interfering, instrumental and intervening variable.

Figure 1:



Explanation:

Independent variables

The independent variables in this study are language and culture. The independent variables cause or determine a dependent variable. (Babbie, 2001)

Dependent variables

The central research question consists of the co-decision-making process within the European Union. Decisions should be the outcomes of deliberations of the various institutions of the European Union. The decisions made could be related to the cultures within the institutions and the member states. In chapter 2.5 is already mentioned what kinds of decision-making processes the institutions use. What kinds of languages are used within the process differ as well. Every European institution has its own language policy. In the European Parliament all documents are translated in the twenty official languages and are simultaneously translated during meetings. In the European Commission, only French, English and to a lesser degree German

are used. However, final documents are translated into the official languages. The Council of Ministers uses all the official languages, but the permanent representatives of the Coreper only use French, English and occasionally German. The Court of Justice is different. At the beginning of a procedure the working languages are chosen, depending on the parties involved. (Next to the official languages the Court also applies Irish. Irish will become an official European Union language in 2007).

All the different official languages could cause a longer than necessary process in the co-decision procedure. However, in the case of urgent matters, not all documents will be translated or interpreted in the official languages. This could cause a lack of information and knowledge to some member states.

Interfering variables

The interfering variables are the language policies. Language policies are chosen as the interfering variable, because they affect the final decision. In the language policies is stated which languages can be used. Other interfering variables are the theories of European integration, like federalism, and cultural theories in order to explain the institutions and the member states France and the Netherlands. Interfering variables are also the co-decision procedure and neo-institutionalism. They all affect the final decision.

Instrumental variables

In order to make a bridge from the above called variables and the intervening variables, some instrumental variables are mentioned. Important note here is that instrumental variables affect and play a role in the complete flowchart. Instrumental variables are linked to the independent variable, because a comparison will be made at the international level, there will be looked at the influence of the member states and the Council of Ministers. Furthermore, mentioned is intergovernmentalism, often used in international organizations. The Netherlands is a decentralized unitary state, whereas France is a centralist state. Here, education is mentioned, since this is the policy field where the focus will be put on in the case study in the final project.

Furthermore cultural variables are used.

Intervening variable

Intervening variables are interpretations of observed facts. As mentioned above, the decision will be studied and there will be tried to understand and explain how the two member states acted and played a role in the decision-making process on this decision Erasmus Mundus (2004-2008).

French and Dutch are both official languages of the European Union. By looking at the cultural theories of Hofstede and Trompenaars and Hampden-Turner, the influences and differences of both member states and the way their specific cultures influence the co-decision process in the policy field of education will be explained. For example, there will be looked at several dimensions that can measure national cultures. Like the power distance index designed by Hofstede. Two member states with two different cultures. In the matter of the chosen decision both languages have been used in the process. To assume who had more power in the process, the cultural theories will be examined. The intervening variable should be seen as an external variable.

1.7 Conclusion

Public administration is a frequently changing science and therefore has to adapt to new situations. The European space faces these changes as well. One of the changes

is the number of languages. In this chapter is explained why the language issue can be seen as an issue and the central research question "How can the influence of language, as part of the culture of a country, on the decision-making process within the European Union be explained?" has been drawn up.

The following chapters will give an outline of the European institutions, its policies according to language, its procedures and relevant theories in order to reach an answer to the central research question.

2. The European Union, its institutions, its procedures

2.1 Introduction

In this chapter explanations are given on the European Union, by going back to the establishment, the course of the enlargements, the Treaties that expanded the authorities of the Union and the point where the Union is currently situated.

As stated in the first chapter, the focus of this project will be put on the Council of Ministers and the European Parliament. Within these European institutions the decision-making procedure co-decision will be deliberated. Here an outline of these institutions and the decision-making procedure can be found.

2.2 The European Union in brief

The European Union, at that time called European Coal and Steel Community (ECSC) has been established in 1951 in order to rebuild Europe after World War II. Six countries signed the establishing Treaty, the Treaty of Paris, France, West Germany, Italy, Belgium, Luxemburg and the Netherlands.

In 1957 the member states of the ECSC decided for further cooperation on the economic level and created the European Economic Community and the European Atomic Energy Community (Euratom). In 1967 all three were reunited in the European Community.

The first enlargement of the European Community took place in 1973. Where the United Kingdom did not want to join the establishing member states in 1951, it joined here, with Denmark and Ireland. Greece joined in 1981.

In 1986, the EC expanded its territory for the third time, with former dictatorship country Spain and Portugal.

Also in 1986, the Single European Act has been adopted. In the words of Jacques Delors, President of the European Commission from 1985-1995; "The Single Act means, in a few words, the commitment of implementing simultaneously the great market without frontiers, more economic and social cohesion, an European research and technology policy, the strengthening of the European Monetary System, the beginning of an European social area and significant actions in environment."

The Treaty of Maastricht, or Treaty on European Union, has been concluded in 1992. The European Community became the European Union, the member states decided upon more intense cooperation on the political field. This Treaty also introduced the creation of the Euro, as well as the 'three pillar structure', the Community Pillar, the Common Foreign and Security Pillar and the Justice and Home Affairs Pillar.

In 1995 Austria, Finland and Sweden joined the European Union.

New regulations were introduced when the Treaty of Amsterdam was signed in 1999. It focussed on less-complicated decision-making, by introducing Qualified Majority Voting. It elaborated the second pillar in which it switched the authorities from the third to the second pillar.

In 2001 the Treaty of Nice was signed, and implemented in 2003. This Treaty replaced the Treaties of Rome and Maastricht, because of the biggest upcoming enlargement in 2004, where the Czech Republic, Estonia, Lithuania, Cyprus, Hungary, Latvia, Malta, Poland, Slovakia and Slovenia accessed. In the Treaty of Nice, the rules of accession were strengthened and reformed. The idea to draw up one European Constitution was made and so the European Convention was created.

In 2004 the Council of Ministers and the Ministers of Foreign Affairs of the member states approved the Treaty establishing a European Constitution. But since France and the Netherlands rejected the Treaty in a referendum the Constitution has not (yet) entered into force.

On the first of January 2007 the European Union will welcome Bulgaria and Romania. Countries that hope to become European Union member states are candidate countries Turkey, Croatia and the former Yugoslav Republic of Macedonia and potential candidate countries Albania, Bosnia and Herzegovina, Montenegro and Serbia. (www.europa.eu)

2.3 The Council of the European Union

History

The Council of Ministers, officially called the Council of the European Union was set up by the founding treaties in 1950. In 1965, the European Coal and Steel Community, EURATOM and the European Communities merged; and continued with one Council. The Council of the European Union received its name in 1993 at the Treaty of Maastricht in order to express the role that the Council plays in the comminatory and intergovernmental field of the second and third pillar.

Role

The Council of the European Union is with the European Parliament responsible for adopting laws and taking decisions. The Council is the main decision-making body of the European Union.

The Council is responsible for decision-making and coordination. They have legislative power, normally by co-decision with the European Parliament. The Council also coordinates the general economic policies of the member states, as well as the common foreign and security policy. The Council determines, on behalf of the Community and the Union, international agreements between the European Union and one or more states or international organizations. Furthermore, they coordinate the actions of the member states and take measures in the field of police and judicial cooperation in criminal matters. Finally, the Council and the European Parliament form the budgetary authority, which adopts the Community's budget. (www.consilium.europa.eu)

The Council works in the field of the three pillars, the Community Pillar, the Common Foreign and Security Pillar and the Justice and Home Affairs Pillar. Nowadays the Council is composed by nine council configurations. In the 1990s there were still twenty-two configurations and in 2000 there were sixteen. In June 2002 the number has been limited to 9. These council configurations are:

1. General Affairs and External Relations Council (GAERC), the General Affairs (www.consilium.europa.eu). The role of the Council here is to coordinate and to deal with files assigned by the European Council.
2. Economic and Financial Affairs, also known as Ecofin. "The Ecofin Council coordinates issues in the field of economic policy, economic and budgetary surveillance of the member states, as well as government finances, the euro, and economic relations with third countries. The Ecofin Council is also responsible for creating, together with the European Parliament the budget of the European Union".
3. Competitiveness Council, this council has been created in 2002, after merging the Councils of Internal Market, Research and Industry. "The three focal points of the Competitiveness Council are the internal market, industry (however, the largest part of the industry policy belongs to the member states) and research".

4. Justice and Home Affairs Council. "The main task of this Council is to create an area of freedom, security and justice, as in the third pillar".
5. Employment, Social Policy, Health and Consumer Affairs Council. "In order to create and maintain a field of high quality employment and a high quality of social security, security of health and the interests of consumers the Council takes decisions in this area, together with the European Parliament". Nevertheless, employment and social security belong to the responsibility of the member states.
6. Transport, Communication and Energy Council. "Since June 2002, these three domains have been incorporated in one Council configuration. Since the 1990's, the Council has helped creating trans-European networks for transportation, energy and telecommunication. The Council also implemented the Global Positioning System 'GPS', known as GALILEO, the European satellite navigation system".
7. Agriculture and Fisheries Council. "In the policy field of agriculture and fisheries, is mainly dealt with market regulation, the organization of the production and the determination of the available resources, augmentation of the horizontal agricultural structures and rural development".
8. The Environment Council. "The task of the European Union in this area is to guarantee a harmonized, balanced and sustainable development of the economic activities, especially a high quality level of the environment. Important as well are the protection of human health and the awareness of the use of natural resources".
9. Education, Youth and Culture Council. "One of the tasks of the European Community is to develop a high quality of education, the execution of policy in the field of vocational training and the prospering of the cultures of member states. Special focus is put on common cultural heritage and the responsibility for the member states in the field of education and vocational training".
(www.consilium.europa.eu)

Composition of the Council

The ministers of the national governments of all the EU member states compose the Council of the European Union. The authorized ministers of the different fields of the Council take their seat during the meetings. For instance in the Council of Agriculture and Fisheries, the ministers of agriculture are seated.

Every country has a certain number of votes in the Council, which reflects approximately the size of the population of the member state. Nevertheless the weighting of the votes is for the benefit of the smaller member states. The number of votes per member state is presented in chapter 2.4.

The work floor of the Council

The work floor of the Council is composed of the permanent representatives of the Coreper, la Comité des Représentants Permanents. Every member state delegates one permanent representative. The 25 representatives have the status of ambassador and form the Coreper. The Coreper is divided into Coreper I, where the adjunct representative attends on the technical dossiers and Coreper II is composed of ambassadors who take care of political dossiers.

The Coreper negotiates with the European Commission on European legislation and prepares the meetings for the Council and sets the agenda points.

Under the Coreper approximately 300 Council Working Groups prepare subjects in various fields, they also examine whether a proposal is acceptable. Then they send the proposal to the Coreper. If the Coreper finds the proposal acceptable, it gets an A-status. The other files of proposals, about 35%, the so-called B-dossiers are examined. 61% of these B-dossiers stay undecided and will be returned to the Coreper and the European Commission to get an A status later. Only some cases, approximately 13% are decided by the ministers. (van Schendelen, 2005)

The presidency of the Council

Every six months one member state takes the chair in the Council, from January to June and from June to December, in accordance by a pre-established sequence. For the year 2006, the first half-year was lead by Austria, and the second half year by Finland.

The presidency plays an important role in stimulating the legislative and political decision-making process. The member state that fulfills the presidency leads and organizes all the meetings, including Council Work Groups, and elaborates compromises. The Prime Minister of the specific member state chairs the meetings and the other ministers chair the council formations that correspond with their policy field. It is also their responsibility to represent the member states in dealings with other institutions and bodies, like the European Commission and the European Parliament. The presidency together with the European Commission is responsible on representing the European Union internationally. (www.eu2006.fi)

Decision-making in the Council

The decisions of the Council can have the forms of regulations, decisions and directives, common actions, common positions, opinions or recommendations. And the Council can adopt conclusions, declarations and resolutions. But the Coreper and the Council Working Groups do the work before a proposal is adopted. (van Schendelen, 2005) In their role as legislator, the European Commission initially draws up the proposals. These proposals are examined by the Council and if needed can be adapted. The European Parliament also has a big share in the legislative process. In a broad area of subjects, Community legislation is taken together by the Council and the European Parliament, this is the co-decision procedure.

2.4 The European Parliament

History

The European Parliament (EP) has been established as the Parliamentary Assembly of the European Coal and Steel Community (ECSC). Its first meeting was in 1952. By creating the European Economic Community (EEC) and the European Atomic Energy Community (Euratom) the Common Assembly became the Common Parliamentary Assembly of the three European Communities. This was the reason to expand the number of members. In 1961 the name European Parliament was employed.

One of the most important dates of the European Parliament was 1979; in that year the first direct elections were held. Since then, the members of the European Parliament (MEP's) were directly elected by the electors of the member states.

The European Parliament extended further when new member states joined. After the reunification of Germany, the European Parliament has been reformed. The Germans and the European Parliament wanted to find a procedure in order to represent new EU citizens. The number of seats per country was divided in a more proportional way. Later, a scheme with the member states plus the number of seats per member states is drawn.

Role

The European Parliament represents the members of the European Union. It is the only government that cannot be dissolved. It is an important creator of EU issues and agendas. (van Schendelen, 2005) Here a brief explanation will be given of the fields in which the European Parliament is active

*Foreign policy. "The Council of the European Union consults the European Parliament about important issues and choices of the Common Foreign and Security Policy. It also has to approve the accession of new member states".

*Globalization. "In order to influence the globalization process, the European Parliament assists the European Union in this matter. And it coordinates actions to defend the interests of the European citizens in the same matter".

*Human rights. "This field is one of the top priorities of the European Parliament".

*Area of freedom, security and justice. "Within this space, the member states can cooperate more efficiently in the field of customs, police, criminal and civil matters".

*Charter of fundamental rights of the European Union. "This charter has integrated six main headlines, dignity, freedom, equality, solidarity, citizens' rights and justice". The Charter describes "the member states' decision to share a peaceful future based on common values and that conscious of its spiritual and moral heritage, the Union is founded on the indivisible, universal values of human dignity, freedom, equality and solidarity, it is based on the principles of democracy and the rule of law."

(www.europarl.europa.eu)

Other tasks of the European Parliament are composed of the ability to practise democratic control on the European Commission and to a certain degree parliamentary control on the Council. The European Parliament is allowed to force the Commission to resign. Furthermore, they decide on the European budget. And it can request the Commission to present a proposal to the Council. (www.europarl.europa.eu)

The parties in the European Parliament

Since 1979 Members of the European Parliament (MEP's) are directly elected. The way they are elected is not done through a European voting procedure, but all the member states use their national voting systems to elect the MEP's. This occurs every five years. The division of the seats, between the member states, and the organization of the elections by national voting procedures underline the national origins of the European representatives. Nevertheless, within the European Parliament, trans-national parties are composed. (Mamadouh, 1995)

The oldest parties of the European Parliament are the European Peoples Party (EPP), this is at once the only party that exists in all the 25 member states, the Socialist Group and the Alliance of Liberals and Democrats for Europe.

The last elections were in 2004. In total there are 732 seats. These seats are divided as follows,

Political Group	Abbreviation	Number of seats
European People's Party (Christian Democrats) and European Democrats	EPP-ED	267
Socialist Group	PES	201
Alliance of Liberals and Democrats for Europe	ALDE	89
Greens/European Free Alliance	Greens/EFA	42
European United Left-Nordic Green Left	GUE/NGL	41
Independence/Democracy	IND/DEM	31
Union for Europe of the Nations	UEN	27
Non-attached	NI	29

Total		732
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Source: http://www.europa.eu.int/institutions/parliament/index_en.htm

The seats per country are divided as follows.

Country	Number of Seats	Country	Number of Seats
Belgium	24	Lithuania	13
Czech Republic	24	Luxembourg	6
Denmark	14	Hungary	24
Germany	99	Malta	5
Estonia	6	Netherlands	27
Greece	24	Austria	18
Spain	54	Poland	54
France	78	Portugal	24
Ireland	13	Slovenia	7
Italy	78	Slovakia	14
Cyprus	6	Finland	24
Latvia	9	Sweden	19
		United Kingdom	78
Total	732		

Source: http://www.europa.eu.int/institutions/parliament/index_en.htm

The work floor of the European Parliament

Approximately twenty European Parliament Commissions provide the main work floor. They form groups for a specific policy field. Between fifty and eighty MEP's form the European Parliament Commission. This number is too large to work effectively. Therefore 'rapporteurs' are brought into the Parliament. These rapporteurs deal with the main agenda points. Intergroups also form a part of the work floor. There are about fifty of these groups, but they have an informal status. "The common objective is to push the common interest onto the EU agenda through a recommendation or a resolution to be accepted by the plenary EP. Although this cannot formally bind the Commission or the Council, it frequently influences them" (van Schendelen, 2005:77-78).

MEP's work in Brussels as well as in Strasbourg and in their own constituency. In Brussels the MEP's take place in the meetings of the parliamentary commission, the parties and the supplementary plenary sessions. Then in Strasbourg they meet twelve times a year for plenary sessions.

Decision-making in the European Parliament

Over the years the European Parliament gained more control on European legislation. The Council of Ministers consults the Parliament on issues and proposals. The Parliament can approve this proposal, reject it or require amendments. In the assent procedure, the Council of Ministers has to obtain the European Parliament's assent before an important decision can be taken. In this procedure, the European Parliament is not allowed to amend a proposal. The most important decision making procedure for European legislation is the co-decision procedure. In chapter 2.5 this will be deliberated. In this procedure, the Parliament shares legislative power with the Council of Ministers.

(<http://europa.eu/institutions/>)

2.5 Decision-making processes

Introduction

Decisions should be the outcomes of various deliberations between and within the institutions of the European Union. Language as part of the culture of a member state could influence the decision-making procedures. During the deliberations interpreters and translators are necessary in order to draw up a decision. The decision and the process towards the decision have to be perfectly clear to all the parties involved. In this sub-chapter the different decision-making procedures will be explained briefly, with special attention to co-decision, since this decision-making mode is extracted from the central research question.

A decision is part of secondary legislation, such as regulations, directives, decisions and recommendations. The chosen decision Erasmus Mundus (2004-2008) is binding in all its facets and is addressed to the involved countries. (Chapter 5) Primary legislation consists of the Treaties and other agreements of equal status. Tertiary or delegated law includes the implementation of rules and procedures. (europa.eu.int)

Within the European institutions several modes of decision-making are present. The decision-making processes of the European Union involve a lot of actors. But the three main actors are the European Commission, the European Council of Ministers and the European Parliament. Over the last five decades, the decision-making systems have developed. In the beginning there were only six member states involved in the procedure, now there are twenty-five. Therefore, the procedures had to be simplified. Nowadays most decisions are taken by Qualified Majority Vote (QMV), which means that not every single member states has to agree upon a decision, but a majority of two-thirds of the voting points, representing at least 13 member states and 62% of the population. (www.eu.int, van Schendelen, 2005) The voting points per member state are shown in the table below.

Member States	Number of Votes
Germany, France, Italy, United Kingdom	29
Spain, Portugal	27
The Netherlands	13
Belgium, Czech Republic, Greece, Hungary, Portugal	12
Sweden, Austria	10
Denmark, Ireland, Lithuania, Slovakia, Finland	7
Cyprus, Estonia, Latvia, Luxemburg, Slovenia	4
Malta	3
Total	321

Source: www.consilium.europa.eu

The Treaties have determined in what policy areas what kinds of voting modes are to be used. Next to Qualified Majority Voting (QMV), which is normally used for matters in relation to the Single Market, Competition policy, agriculture, transport, and the environment, are a simple majority, normally used for procedural- or non-controversial matters and unanimity voting is required when decisions have to be taken on crucial fields, such as taxation, social security, defense and enlargement, in the second and third pillar. The European Commission proposes new

legislation, and executes authority with the member states. But the Council and the European Parliament share the legislative power. It is like a classic two-chamber legislature (Hix, 1999:56).

There are three decision-making procedures that are all somewhat complex, especially the co-decision procedure. The other two decision-making procedures are;

In the *consultation procedure*, the Council consults the Parliament, the European Economic and Social Committee and the Committee of the Regions. The Parliament has three options what to do in this consultation procedure. They can approve the proposal, reject it or request for amendments. In the case where the Parliament requests for amendments, the Commission has to take all the suggested changes in consideration. If the Commission agrees on a suggestion, they have to send the amended proposal back to the Council. The Council will examine the changed proposal, and can amend it again if necessary or accept it. But if the Council wants to change the amended proposal of the Commission, they have to do it unanimously. (europa.eu/institutions)

In the *assent procedure*, the Council is only allowed to take decisions if the European Parliament has given its permission. This procedure only differs from the consultation procedure when it comes to make amendments. That is not allowed. It is only allowed to accept or reject the proposal. When the proposal is accepted by the Parliament it has to be done by absolute majority. (europa.eu/institutions)

The third decision-making mode is co-decision; this procedure will be deliberated more detailed.

Co-decision

The co-decision procedure is a rather complex procedure and is also fairly time-consuming. At three moments, called readings, a decision can be rejected or accepted. But let us first start with a short history.

The co-decision procedure replaced the cooperation procedure (ratified in the Single European Act in 1987) by the Treaty of Maastricht in 1992. The cooperation procedure had two readings, where the co-decision procedure has three. "The suspensive veto of Parliament changed into an absolute veto in certain areas, and it introduced a conciliation effort for the occasions when the Parliament disagrees with the Council's common position" (Steunenberg and Dimitrova, 1999). The Treaty of Amsterdam simplified the procedure. It became more transparent, quicker and built out the procedure to a wider variety of policy areas. This was mentioned in declaration number 34 of the Treaty of Amsterdam:

"On respect for the time limits under the co-decision procedure

The Conference calls on the European Parliament, the Council and the Commission to make every effort to ensure that the co-decision procedure operates as expeditiously as possible. It recalls importance of strict respect of the deadlines set out in Article 251 of the Treaty establishing the European Community and confirms that resources provided for in paragraph 7 of that Article, to extension of the periods in question should be considered only when strictly necessary. In no case should the actual period between the second reading by the European Parliament and the outcome of the Conciliation Committee exceed nine months". (Declaration no. 34 of the Treaty of Amsterdam)

Nowadays co-decision is used for almost every policy area, where the Council adopts proposals by Qualified Majority Voting (QMV). This has been established in the Treaty of Nice.

The policy areas where the co-decision procedure is applied are; non-discrimination on the basis of nationality, the right to move and reside, the free movement of workers, social security for migrant workers, the right of establishment, transport, the internal market, employment, customs cooperation, the fight against social exclusion, equal opportunities and equal treatment, implementing decisions regarding the European Social Fund, education, vocational training, culture, health, consumer protection, trans-European networks, implementing decisions regarding the European Regional Development Fund, research, the environment, transparency, preventing and combating fraud, statistics and setting up a data protection advisory body.

(www.reference.com/codecisionprocedure) The policy areas in which an exception is made are agriculture, fisheries, taxation, trade policies, state aids, industrial policies, competition and the Economic Monetary Union.

To show how the co-decision procedure looks like and what the role of the Council and the Parliament is, the co-decision procedure will be presented below.

As shown in the figure, the co-decision procedure consists of three readings.

First reading

The first reading starts with a proposal of the European Commission. The Commission has the Right of Initiative. They offer the proposal, mostly a directive or regulation to the European Council of Ministers and the European Parliament simultaneously. The act can be adopted immediately. In that case the Parliament has made or has not made amendments. The Council will only modify the text judicially and linguistically.

If the result of the first reading is rejected, the Council will modify the text and then return it to the European Parliament. (European Parliament, Conciliations and Co-decision-a guide to how Parliament co-legislates, 2004, co-decision guide)

Second reading of the European Parliament

The second European Parliament reading, other than the first reading, has a time limit of three or four months. The limit enters into force when the common position of the Council is accepted. Again, the act can be adopted by the approval of the Parliament, or when the deadline has been crossed. The proposal will be sent to the Council for a signature.

In the case of rejection, a minimum of 314 votes, an absolute majority, is requested. The procedure is closed and can be relaunched by a new proposal of the Commission. (European Parliament, Conciliations and Co-decision-a guide to how Parliament co-legislates, 2004, co-decision guide)

Second reading of the Council

The second Council reading enters into force by the receipt of the amendments that result from the second reading of the European Parliament.

Two options; or the Council accepts the amendments, or rejects them. In the first case they have to accept the amendments by Qualified Majority or unanimity. In any case, always by unanimity when the Commission has given a negative advise about the amendments. The legislative text will be directly sent for signature to the President and Secretary Generals of the European Parliament and the Council and will be published in the Official Journal.

In the latter case, where the amendments or part of the amendments are rejected, the Presidents of the Council and the European Parliament call for a Conciliation Committee in a time limit of six (plus two) weeks. (European Parliament,

Conciliations and Co-decision-a guide to how Parliament co-legislates, 2004, co-decision guide)

The third reading

The time limit of six (plus two) weeks enters into force at the moment of the first meeting of the Conciliation Committee. The Conciliation Committee consists of delegations of the Parliament and the Council. Who each have fifteen members.

The Committee has the disposal of a joint work document of the delegations of the Parliament and the Council. This document consists of compromise texts and points that are not solved yet.

The Committee visits alternately the Parliament and the Council. This rule accounts from one dossier to the next one and within each dossier. Because of logistic reasons, like the availability of meeting rooms or the availability of interpreters, exceptions are made frequently.

The language regulations are the same as for the Council meetings, which means that all the twenty official languages are in use.

If the decision is not taken within the time limit, the decision is considered not adopted. (European Parliament, Conciliations and Co-decision-a guide to how Parliament co-legislates, 2004, co-decision guide)

Third reading of the European Parliament and the Council

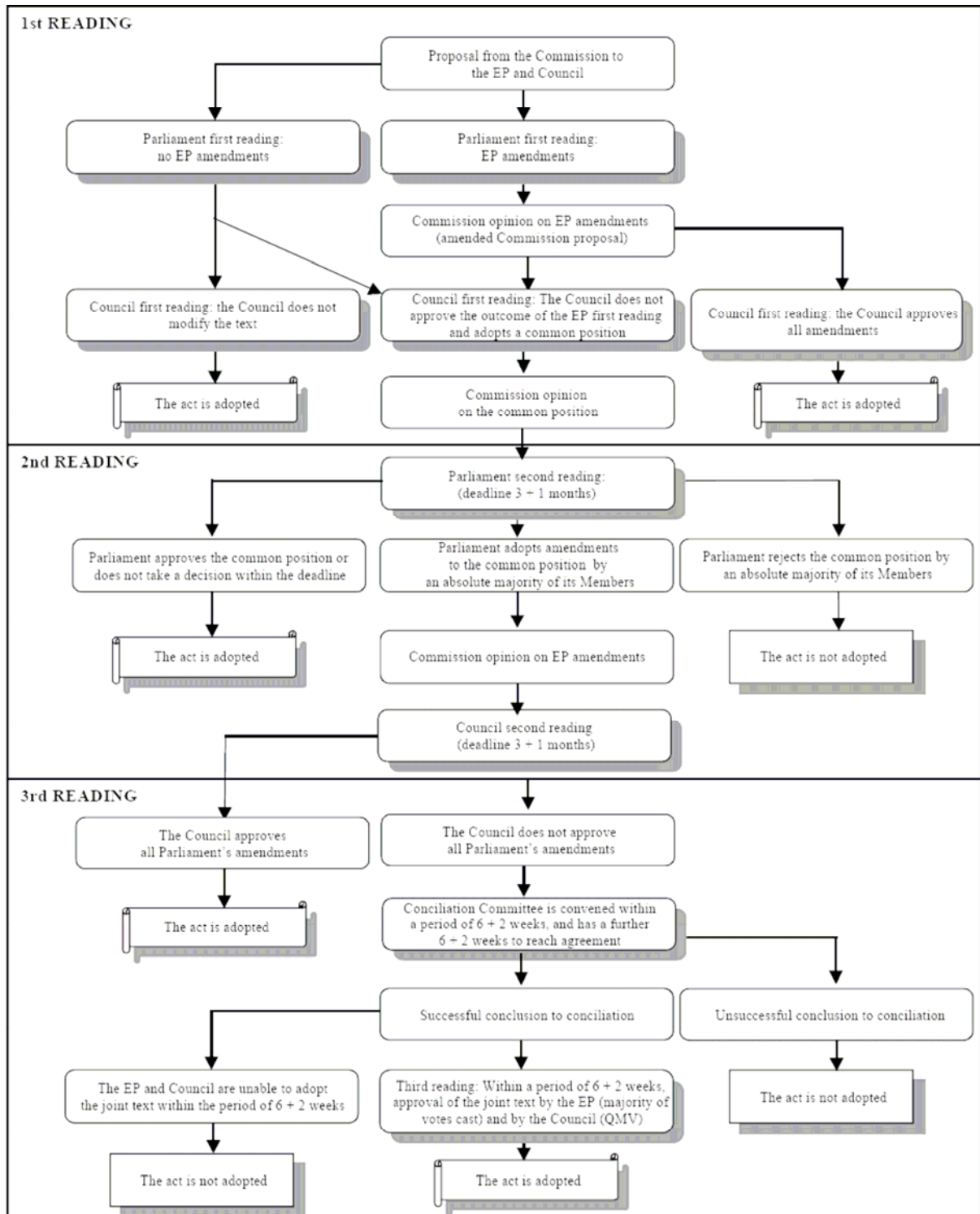
If the Conciliation Committee approves a text, both the Parliament and the Council have a limit of six (plus two) weeks to adopt the decision in accordance with the joint text.

The Parliament votes by absolute majority and the Council by qualified majority, except for cases where the Treaty only approves unanimity.

Also here accounts that if the time limit is not respected, the decision is considered not adopted.

It might happen that an extension of the time limit is needed. In the Treaty of Maastricht the possibility is given to extend the period of three months with a maximum of one month and the period of six weeks with a maximum of two weeks. (European Parliament, Conciliations and Co-decision-a guide to how Parliament co-legislates, 2004, co-decision guide)

Figure 2, The Co-decision procedure



Source: Conciliations and co-decision, A Guide how Parliament co-legislates

2.6 Conclusion

This chapter has given an outline on the European Union, the institutions the Council of Ministers and the European Parliament. The European Union and its institutions have expanded over the years and so have their authorities. Some of the decision-making processes have been simplified in order to be able to coop with a continuously growing Union. The decision-making procedure that has been highlighted in this chapter is the co-decision process. Later in this project, the chosen decision Erasmus Mundus (2004-2008) will be analysed by the three readings of the co-decision process.

3. The language regime in the European Union

3.1 Introduction

Since the final project is focussing on language, the use of language within the European Union and its institutions the Council of Ministers and the European Parliament will be deliberated in this chapter.

The languages of the European Union have considerably expanded over the years. The European Union started with four languages, coming from the member states Belgium, France, Italy, Luxembourg, the Netherlands and West Germany. Nowadays there are 20 official languages. In 2007 there will be 21 official languages since Irish will become an official European Union language as well. All these languages and maintaining the equality of these languages ask for a solid organization.

Although the number of languages has expanded over the years, the number of alphabets has remained low. Only two alphabets are known, the Roman alphabet and the Greek alphabet. At the moment that Bulgaria joins, there will be three alphabets, since they use the Cyrillic alphabet. This language aspect will only be mentioned here, since it is not in the scope of this project to elaborate it any further.

In this chapter an answer is given on the first and second sub-question. The first sub-question asked for the language policies in the European Union and the second asked for the role of the DG Interpretation and the role of the DG Translation. The role of the DG Interpretation will be deliberated more detailed in chapter 6.2.

Chapter 3.6 goes beyond the languages French and Dutch, and levels the field for the case-study of how France and the Netherlands can be compared and is a start to answer the sub-questions 5 and 6a.

3.2 Establishing a sound system on language diversity

Establishing the European Coal and Steel Community and signing the Treaty of Rome approved the equality of the official languages.

Every country joining the European Union is allowed to state one language as official language for the European Union. Ireland and Luxembourg also were allowed to set one language. Irish is the second official language of Ireland and Luxembourgish is the third official language of Luxembourg. Both languages, until now, do not have an official status. Nevertheless, Irish will become official in 2007.

Some member states share the same language, like Belgium and the Netherlands share Dutch and France, Belgium and Luxembourg share French. That can be an advantage, since there is not another language to deal with. But, it can also be a disadvantage for the fact that the terminology in both member states can differ. (Mamadouh, 1995)

Regulation No.1 of the Council of Ministers "determines the languages to be used by the European Economic Community" (Regulation¹ No.1). The regulation consists of eight articles, which will be stated below.

Article 1

The official languages and the working languages of the institutions of the Union shall be Czech, Danish, Dutch, English, Estonian, Finnish, French, German, Greek,

¹ "A regulation has general application, are binding in their entirety and are directly applicable in all member states. As 'Community laws', regulations must be complied with fully by those to whom they are addressed (individuals, member states, Community institutions). Regulations apply directly in all member states, without requiring a national act to transpose them, on the basis of their publication in the Official Journal of the European Community" (www.europa.eu)

Hungarian, Italian, Latvian, Lithuanian, Maltese, Polish, Portuguese, Slovak, Slovenian, Spanish and Swedish.

Article 2

Documents which a Member State or person subject to the jurisdiction of a Member State sends to institutions of the Community may be drafted in any one of the official languages selected by the sender. The reply shall be drafted in the same language.

Article 3

Documents which an institution of the Community sends to a Member State or to a person subject to the jurisdiction of a Member State shall be drafted in the language of such State.

Article 4

Regulations and other documents of general application shall be drafted in the twenty official languages.

Article 5

The Official Journal of the European Union shall be published in the twenty official languages.

Article 6

The institutions of the Community may stipulate in their rules of procedure which of the languages are to be used in specific cases.

Article 7

The languages to be used in the proceedings of the Court of Justice shall be laid down in its rules of procedure.

Article 8

If a member state has more than one official language, the language to be used shall, at the request of such state, be governed by the general rules of its law.

Source: Regulation No.1 of the Council of Ministers.

Article 6 is stating that the institutions can fill in themselves the details on the language policies in the specific institutions. How these policies look like and the way that the European Parliament and the Council of Ministers deal with language is deliberated in the next sub-chapters.

In all the institutions interpretation and translation are very important. The total amount estimated on interpretation, is about €238 million for the period of 2007-2010. That is approximately €0,50 per European citizen per year. In 2001 the total costs were €105 million. (www.Interpretation.cec.eu.int) Including the costs for translation, estimated on €327 million, the total costs per European citizen are €2,28. This amount includes all the language services of the Union.

3.3 The language regime in the Council of Ministers

In the Council of Ministers everything is translated into all the official languages, with respect for Regulation no.1. When there is a Council meeting, translation for all the Ministers of the member states is present.

The Coreper on the other hand who prepares Council meetings is informal and does not work in all the official languages, but only in French, English and German. Because of the fact that they have huge amounts of work to prepare they work more pragmatically. So, in favour of efficiency there has been decided over the years not to work in all the official languages.

Under the Coreper is the level of the Council Working Groups. The composition of these groups changes frequently. The way they work in the field of language differs from the Council of Ministers and the Coreper. For these groups a new system has been introduced, called 'request and pay'. Council Working Groups

have to request whether they need interpretation or not. In the system, a distinction is made between active languages (listen and speak in the mother tongue) and passive languages (speak in its own language, but listen to a different language). This will be further explained in sub-chapter 3.3.1

The Council working groups receive a so-called envelope of money and have to use the agreed upon amount for interpretation for the whole year. The system has been introduced in 2003 considering the enlargement. The system has to make sure that there is a degree of financial consideration in the member states. Making use of interpretation has to be very well considered.

For example for the Netherlands and Belgium an envelope of € 2 million is provided each year. Both member states have to deal with this envelope in favour of the Dutch language. If the amount is crossed, the member states themselves are responsible for further finances of interpretation. The envelopes amount from the Council's budget.

The Coreper does not make use of the 'request and pay' system, since they only work in French, English and German.

Obviously it is not possible to make use of an envelope without the involvement of interpreters. The Council of Ministers makes use of the DG Interpretation and the DG Translation, both will be described below.

3.3.1 The Directorate General (DG) Interpretation

The DG Interpretation, internally known as the DG Interpretation (French abbreviation for 'le Service Commun Interprétation Conférences'), is part of the European Commission, but also provides its services to the Council of Ministers, as well as the European Economic and Social Committee, the Committee of the Regions, the European Investment Bank and other various EU establishments.

The goals of the DG Interpretation include the guarantee of sufficient highly qualified interpreters (for approximately 11.000 meetings per year), to respond to the needs of requests for interpretation and meeting rooms. And they work cost-efficiently in the field of organizing conferences and consultancy services. Their mission is "to make possible multilingual communication at the core of community decision-making" (www.Interpretation.cec.eu.int).

With its 500 staff interpreters, 300-400 freelance interpreters a day, 2,700 accredited freelance interpreters, its 10,000-11,000 meetings a year and the organization of 40 mayor Commission conferences, the DG Interpretation is the largest interpreting service of the world. (www.Interpretation.cec.eu.int)

As already mentioned in chapter 3.3, interpreters work with active languages and passive languages. Active languages are languages that are spoken by the interpreters and can be listened to by the delegates. Passive languages are languages that are understood by interpreters and that are spoken by the delegates. An example; in the case of a 20/20 regime it means that there are 20 active languages and 20 passive languages in use. Since there are twenty official languages, it means that there is complete regime or called symmetric regime. Besides a symmetric regime, it is possible to work with an a-symmetric regime. In an a-symmetric it is possible to speak more languages than the languages people listen to. A delegate is able to speak in his mother tongue, but can only listen to the translation of the spoken text in another language. An a-symmetric regime can be indicated for example as 15/3. Here 15 languages are spoken, but only 3 are interpreted, mostly these three languages are French, English and German. (Interpretation.cec.eu.int/europa/)

3.3.2 The Directorate General (DG) Translation

The DG Translation is in favour of translating written texts from and into all the twenty official languages, as well as summarizing documents, developing and maintaining computer-assisted translation tools and advising other Commission departments in order to maintain the websites in many languages. (ec.europa.eu/dgs/translation)

Its mission is to promote multilingualism and to bring EU policy closer to the citizens of the Union by translating written communication of the European Commission and its services, such as the Council of Ministers. Other focal points of the DG Translation are transparency, since they translate written documentation. The citizens of the Union can get access to information they need or request for in their own language. The other focal point is efficiency. If there was no translation, it would be impossible to make proposals or reach decisions during the decision-making process.

There are about 1,650 full time translators and about 550 support staff. 20% of the work is done by external freelancers. Since the EU expands, not only because the number of member states expands, but also because of the expansion of its activities, the workload for DG Translation expanded as well. Especially the enlargement brought a huge amount of work with it. That is why, nowadays there is a certain limit on the length of documents. (ec.europa.eu/dgs/translation) Since there are still not enough translators for the newly joint member states, the situation will probably last until the end of 2006.

3.4 The language regime in the European Parliament

The European Parliament is the representative of the citizens of the European Union, and therefore has to work democratically. According to Gomez (1992) multilingualism is a condition for a democracy. In rule 138 (previously 79 and 104) and 139 is determined that all publications have to be translated in all the official languages. This also accounts for the minutes of the plenary sessions and the *actions*, but also for internal articles, like written questions, amendments, reports, agendas and the minutes of the Commission and party meetings. (Mamadouh, 1995:51)

Rule 138: Languages

1. *All documents of Parliament shall be drawn up in the official languages.*
2. *All members shall have the right to speak in Parliament in the official languages of their choice. Speeches delivered in one of the official languages shall be simultaneously interpreted into the other official languages and into any other language the Bureau consider necessary.*
3. *Interpretation shall be provided in committee and delegation meetings from and into the official languages used and requested by the members and substitutes of that committee or delegation.*
4. *At committee and delegation meetings away from the usual places of work interpretation shall be provided from and into the languages of those members who have confirmed that they will attend the meeting. These arrangements may exceptionally be made more flexible where the members of the committee or delegation so agree. In the event of disagreement, but the Bureau² shall decide.*

² The Bureau is the body that lays down rules for Parliament. It draws up Parliament preliminary draft budget and decides all administrative, staff and organisational matters. (www.europarl.europa.eu/parliament)

Where it has been established after the result of a vote has been announced that there are discrepancies between different language versions, the President shall decide whether the result announced is valid pursuant to Rule 164, article 5. If he declares the result valid, he shall decide which version is to be regarded as having been adopted. However, the original version cannot be taken as the official text as a general rule, since a situation may arise in which all the other languages differ from the original text.

(Regulation of the European Parliament-Rules of Procedure of the European Parliament)

Rule 139: Transitional arrangement

1. Exceptionally, in applying Rule 138, account shall be taken, with regard to the official languages of the Member States which acceded to the European Union on 1 May 2004, as of that date and until 31 December 2006, of the availability in real terms and sufficient numbers of the requisite interpreters and translators.

2. The Secretary-General shall each quarter submit a detailed report to the Bureau on the progress made towards full application of Rule 138, and shall send a copy thereof to all Members.

3. On a reasoned recommendation from the Bureau, Parliament may decide at any time to repeal this Rule early or, at the end of the period indicated in paragraph 1, to extend it.

(Regulation of the European Parliament-Rules of Procedure of the European Parliament)

Before the enlargement

At the start of the European Union in the 1950s, there were four official languages, French, German, Italian and Dutch. That means that there were 12 possible combinations (French-German, French, Italian, French-Dutch, German-French, German-Italian, German-Dutch, Italian-French, Italian-German, Italian-Dutch, Dutch-French, Dutch-German and Dutch-Italian). But more member states joined, just as the number of languages and language combinations. Finnish was complicated, since there were not many interpreters who had knowledge of this language. Because of this issue the 'retour' system has been introduced in 1995. This system means that the mother language is translated into another language. Initially interpreters worked the other way round. (www.europarl.eu)

After the enlargement

The enlargement of 2004 practically doubled the number of languages. The enlargement led the Parliament to adapt to the new situation of ten new languages. Only new member state Cyprus did not bring in a new language, since they share their language with Greece. Nowadays the Parliament works with twenty languages. That means that there are 380 (20*19) combinations. Because of this increase the use of the 'retour' system has augmented as well, just as 'relais' interpretation in which a third language is spoken via a 'pivot' language.³

The European Parliament has organized itself their translation and interpretation.

The DG for Infrastructure and Interpretation takes care of the Interpreting Directorate. They are responsible for providing conference organizations and interpreting services to meetings of the Parliament and other EU institutions.

³ This French term points towards an artificial or natural language, which is used as an intermediary language for interpretation.

(www.europarl.europa.eu) The head of the interpreting directorate is charged with the responsibility for the internal organization, such as the budget. Under this directorate the management units and language units take place. The management unit takes care of the incoming requests for interpretation and in the language units all interpreters take place. There is one interpreter for every official language. The full interpreting team for a plenary session, held in Strasbourg is 60.

Cooperation between the various institutions of the Union is requested in the matter of multilingualism, because of the fact that the number of highly qualified interpreters is not inexhaustible. "Some initiatives have been started; like an interinstitutional register of freelance interpreters for accession languages, accreditation tests for staff interpreters in cooperation with the DG Interpretation and the Court of Justice before the enlargement and for accession countries, online applications for conference interpreters, awareness sessions in cooperation with other EU institutions in the former accession countries and a pilot project, launched in 1997, in order to develop an advanced university course in conference interpreting in cooperation with the European Commission (DG Interpretation) (www.europarl.europa.eu).

The DG Translation and Publication is in the field of translation responsible for the translation of publications in all the official languages, provide assistance in exchanging written information in multiple languages and the organization of outsourcing freelance translation work.

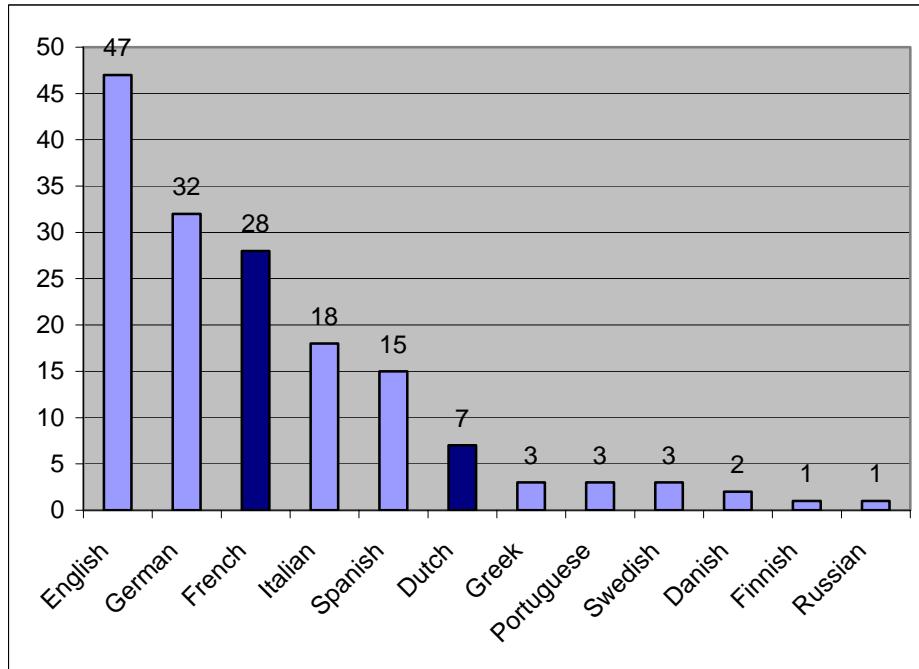
3.5 Sub-conclusion

Member states with different cultures and different languages have joined the Union over the last decades. In order to respect the official status of the member states and their languages regulations, have been drawn up. The most important regulation on this matter is regulation no. 1 of the Council of Ministers that "determines the languages to be used by the European Economic Community". Since there are 20 official languages, the role of interpretations and translators is crucial. The DG Interpretation accommodates even the biggest interpretation office in the world.

3.6 The French and the Dutch language

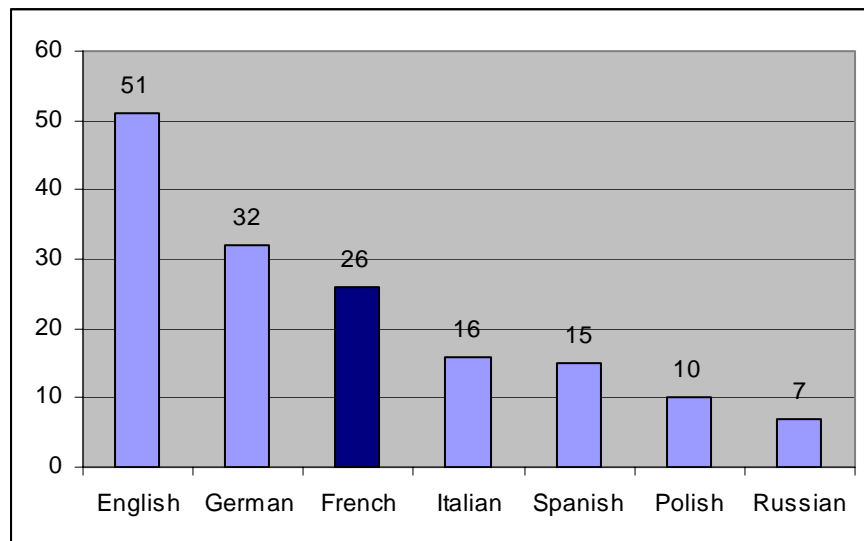
What lies behind the languages French and Dutch will be deliberated in this chapter. To be more knowledgeable about both languages is necessary when it comes to analyse the decision and the place of both member states and their languages within the European Union. Focus will be put on their backgrounds, their place in France and the Netherlands, the world and in the European Union. In the figure below, the French and Dutch language can be seen in a European perspective, the figure shows the most common spoken languages in the European Union, before the enlargement. French is spoken by 28% of the European citizens, about 16% is spoken as the mother tongue, and 12% is spoken as foreign language. 7% of the European population, of which 6% is spoken as the mother tongue and 1% as foreign language, speaks the Dutch language. After the enlargement, the situation has changed. Dutch can not be found in the figure anymore. The Polish language has overtaken the Dutch language.

Figure 3:
Languages most commonly used in the European Union-% in 2001



Source: Eurobarometer 2001

Figure 4:
Languages most commonly used in the European Union-% in 2005



Source: Eurobarometer, 2006

3.6.1 The French language

French is the official language of France and has the status of official language in 51 regions and 33 countries.

France struggles with the English influences that can be faced in international affairs. France also struggled within its boundaries. It struggled against linguistic and cultural diversity, since the country proclaims laïcité, equality between all citizens. To keep the French language alive the French founded the Académie Française, already in 1635. Initially the Académie Française has been founded in order to set up rules for the French language that had to be clear for everyone and was set up to maintain the French language.

Cardinal Richelieu has founded this academy. The Académie counts 40 members, composed of writers, scientists, philosophers and statesmen. Old Président de la République Valérie Giscard d'Estaing is one of the members. Members are chosen for life and being a member is a great honor.

Nowadays the Académie Française is one of the best well-known language academies in the world. Its current functions are to supervise the French vocabulary and grammar and to promote the French language worldwide. Originally they were also charged by producing a dictionary. Words that are not registered in the book are words only to be used for a certain domain, offensive words, crude words or regional words.

Within France, the Délégation Générale à la langue Française et aux langues de France exists to maintain the French language in a globalizing world, they created a linguistic policy for the government linked with the other ministerial departments. (www.culture.gouv.fr/)

Outside the French borders, France is also actively involved in promoting the French language and culture. For example by the Alliance Française, this language institute (also present in France) has 131 establishments worldwide.⁴ It is the leading institute in teaching French to foreigners. (www.alliancefr.org/) Besides French is taught in schools and universities all over the world.

At the commencement of the European Union, French was the only language used within the European Commission, after Ireland and the UK joined, the European institutions became more English oriented. However the French language is still one of the largest languages of the European Union, it is part of the so-called big five, which also include English, German, Italian and Spanish. During formal as well as informal meetings there are interpreters for the French language.

Within the European Union, French is spoken in France, Belgium and Luxembourg.

That France is putting lots of efforts in order to keep the French language alive is seen in as well the country itself, where the Académie Française tries to keep out most English influences. And television programs and films are still dubbed, as well as outside the country. Right before the ten newcomers joined the European Union, France introduced in several countries the French culture by presenting chansons and showed how to play pétanque. For the to be high officials a crash course was held in a chateau near Avignon, free of charge.

However, France also acknowledges that multilingualism is important, for instance it can be seen here, that in 2004 the Committee Thébault pleaded for the teaching of English in primary school.

⁴ Figure of 2003

3.6.2 The Dutch language

The Netherlands knows two official languages, Frisian and Dutch. Furthermore the Dutch language is official and spoken in the Flemish part of Belgium, Aruba, Dutch Antilles and Suriname. However in the overseas countries it is only spoken by a small percentage of the inhabitants. Also in the North of France a small group of inhabitants speaks Dutch.

The Dutch spelling has been introduced in 1860 and has been changed and adjusted for the first time in 1934, this has been done in relation to educational reasons. Then, in 1947 the Dutch spelling was adjusted for general use. In 1954 'Het Groene Boekje' (The Little Green Book) was released. This booklet gives an overview of Dutch spelling and owes its name to the green cover. Back at that time it was contained new adjustments on Dutch grammar rules and vocabulary. Again in 1995 new adjustments were made and the Ministers of the Dutch Language Union (who are also responsible for the publication of 'Het Groene Boekje') decided upon the revision of Dutch vocabulary every ten years.

The Dutch Language Union is a policy organization in which the Dutch, Belgian and Suriname governments cooperate in the field of Dutch language, education and literature. The Language Union stimulates common development of language facilities, like dictionaries and grammar. The Committee of Ministers is composed of the ministers of Education and Culture of Belgium and the Netherlands.

So, in 2005 the Dutch Language Union published a new edition of 'Het Groene Boekje', but this time it raised objections. The Dutch did not feel like change their vocabulary rules another time. An alternative was made, 'Het Witte Boekje' ('Little White Book'), it counts less complicated rules.

The Dutch language is taught in about 250 universities, in 45 countries, like European countries, the United States, Indonesia and South Africa. In Paris, the Institut Néerlandais is situated. At this language institute Dutch language courses, Dutch culture and lots of Dutch-oriented activities are accomplished in order to promote and stimulate Dutch language and culture. Also in the north of France Dutch lessons are given in schools at any level.

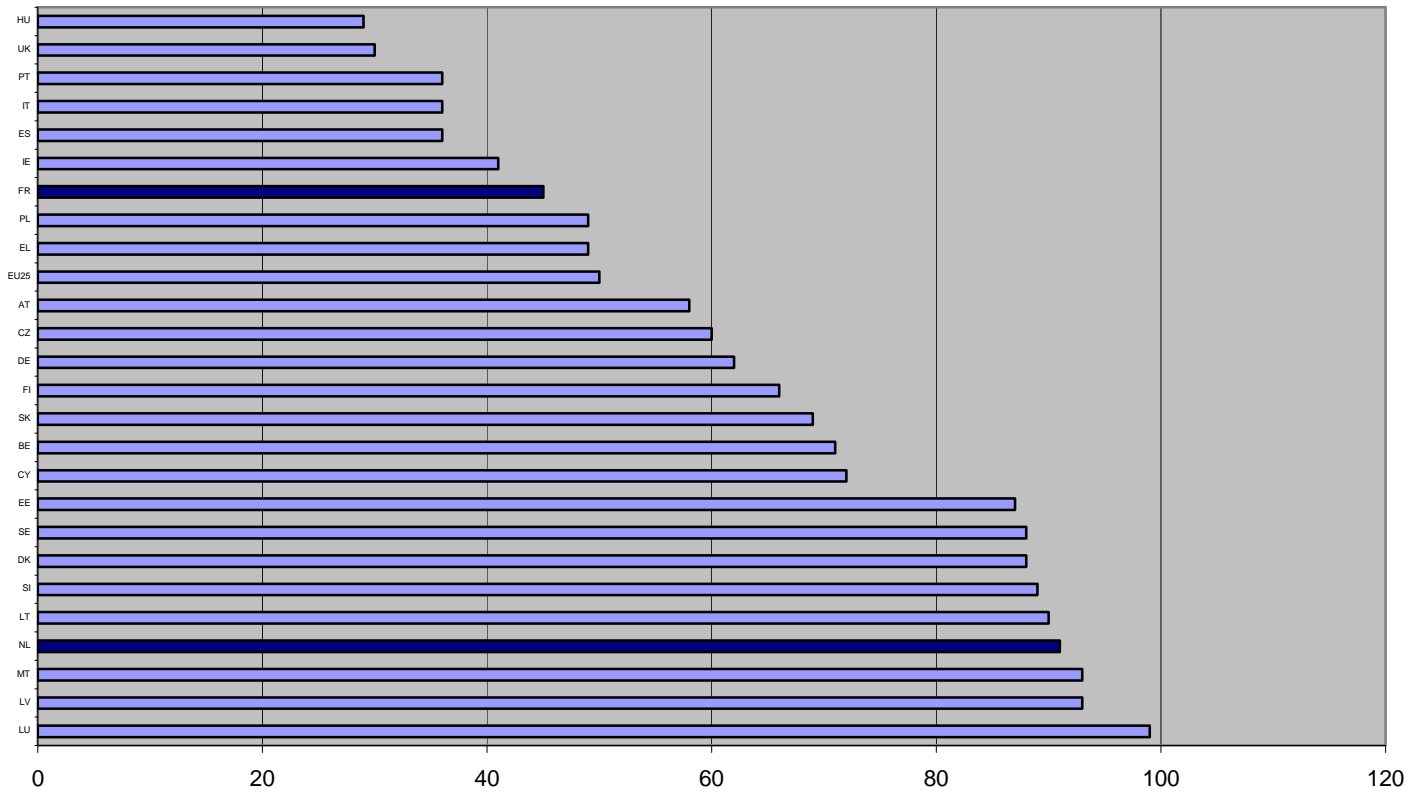
The Dutch claim to be very good, when it comes to learning foreign languages, but according to a study of the department Business Communication of the Radboud University in Nijmegen that perception is overestimated. The motivation of this research was a project of the European Union on EU citizens and their knowledge of foreign language. The figure below shows that for the Union in total.

However English is taught in secondary schools in the Netherlands and sometimes even in primary school. Reason for the latter is that learning a language at a young age is much easier than learning a language as an adult. And, children face the English language while watching cartoons on television and playing videogames.

Within the European Union, Dutch is the 7th language. Before the enlargement the language was on the 6th place, but currently Poland is. As already described in the sub-chapter on France, the French language is always interpreted. This also counts for the other big languages, English and German. Italy and Spain pursue a strict policy. When there is interpretation for the first mentioned three languages, Italy and Spain also request for interpretation. Poland and the Netherlands have less influence, but when Poland asks for interpretation, the Netherlands will do so as well. There has to be noted here that this is especially the case when it comes to ad hoc conferences and informal council meetings.

Figure 5,

Respondents able to participate in a conversation in another language than their mother tongue



Source: Eurobarometer, Europeans and Languages, September 2005

4. Theoretical framework

4.1 Introduction

In this chapter different kinds of theories will be deliberated and theories are found to give scientific justification to the parts that will be written on institutions, culture, language and influence. The focus of the theoretical framework lies in explaining several theories about institutions, culture, language and influence. These theories will be used to explain what obstacles the different cultures and languages within the European Union can face, especially in the Council of Ministers and the European Parliament. Furthermore, to show how the decision has been concluded and how the decision is implemented.

In this chapter an answer can be found on sub-question 3, this question asked for the cultural aspects. In chapter 4.2.2 the different aspects of culture, according to Hofstede, Trompenaars and Hampden-Turner are deliberated.

4.2 Theories on institutions, culture and language

The reason why these three aspects are mentioned all three together is written here below. In the matter of this project, institutions, culture and language have to be seen together and are here dependent on each other.

In his book 'De samenleving als schouwspel', Anton Zijderveld explains in a sociological way how institutions, culture and languages can be linked. He discusses institutions as behavioral patterns. Patterns created because of the need to organize. By creating institutions, their performance becomes understandable. The institutions derive from taking over values and standards from generation to generation. In the case of the European Union, the need to organize Europe after the Second World War resulted in the European Coal and Steel Community. As Zijderveld states culture is "the total of institutions and those institutions create patterns, these patterns result in structures of thinking, acting and feeling" (Zijderveld, 1996:130). Within the institutions (of the European Union) different cultures (the member states) have to communicate (language). Languages contain the values and standards of different cultures. (Zijderveld, 1996:141) This is what Zijderveld calls primary 'enculturatie'. By secondary 'enculturatie' he means that people have to adapt their language to the field they work or live in, the language as part of the culture of their field. The member states have to adapt to the institutions of the European Union in a sense that they have to adopt treaties, directives and decisions, but are free to keep their own culture and language as is stated in the equality principle.

4.2.1 Institutions

Neo-institutionalism

Taylor and Hall explain three different approaches of institutionalism, in order to understand the way what role institutions play by taking decisions in the sociological and political arena. These three approaches together form what they call neo-institutionalism. These three approaches are, historical institutionalism, rational choice institutionalism and sociological institutionalism. Very brief, the approaches of institutionalism will be explained. Historical institutionalism sees politics as the highest power, it emphasizes that decisions are taken in the political arena, which represent an inequality, and not everybody gets what he wants. Historical institutionalism focuses on the question which institutions matter and to what

degree? The rational choice institutionalism focuses on the special behaviour and character of actors who are supposed to have previously established preferences and perspectives. Furthermore, this approach focuses on the function of strategic interaction, which determines political decisions. The third approach, sociological institutionalism. "Institutionalists in sociology argue that many of the institutional forms and procedures should be seen as culturally specific practices" (Hall and Taylor, 1996:14). This theory could help to give more insight on the European Parliament and the Council of Ministers.

Theories of European integration

A question that can be raised is how all the different languages and cultures within the European Union can be linked with European integration. How language, as part of the culture of a country is in favour of convergence between member states of the European Union, by looking at one co-decision.

According to Haas, is European integration "the process whereby political actors in several distinct national settings are persuaded to shift their loyalties, expectations, and political activities towards a new centre, whose institutions process or demand jurisdiction over the pre-existing national states" (Haas, 2004)

European integration started in 1951 with the Treaty of Paris. And continued by the Treaties that have passed over the last decades.

The theories of European integration and mainly federalism will be studied. There are various theories of European integration, namely, federalism, neo-functionalism, international relations, intergovernmentalism, liberal intergovernmentalism, new institutionalism and governance. The focus will be put on federalism, described in the book of Ben Rosamond, because "given the diversity among European states, the attractions of federalism for the study of European integration are more than obvious" (Rosamond, 2000:23). Since this project aims on diversity among member states, after all every member state has its own unique culture and its own language. Federalism is actually a very broad term, because it covers fields as centralism, de-centralism and a balance of those two. In 1996, Murray Forsyth stated in his book, 'The Political Theory of Federalism' three different aspects of federal theory which lead to European integration, namely that federalism can be allocated in the battle against war, that it is useful for efficient governance with a democratic framework and that it is a scholarly reconsideration of federalising tendencies.

Etzioni (1965) gives his view on integration in a federalist way. To know that "A political community possesses three kinds of integration, a), it has an effective control over the means of violence, b), it has a center of decision-making that is able to affect significantly the allocation of resources and rewards throughout the community; and c), it is the dominant focus of political identification for the large majority of politically aware citizens.

Federalism requires two levels of government, who work separately but coordinate. These two levels are the government of the whole, the federal levels, and the government of the parts, the state or local level. (Taylor, 1993:90) The authority has been divided into authority at the central level (the European Union) and the state level (the member states). The two levels should work in a balanced way, with at one side the different levels of authority and on the other efficiency and democracy.

Federalism knows some advantages, like "the prevention of the capture of a system by any one group. Federalism disallows domination and, therefore, particular modes of aggrandizing or totalitarian politics and that the federate state becomes a stronger unit in the face of external threat" (Rosamond, 2000:26-27).

Naturally there is also criticism on federalism. For instance, that federalism is highly ambiguous, that it would mean that the existing member states are to be transformed in the US-states, as in the United States of Europe. Or the fact, according to Rosamond, federalism is too elastic. Which means that federalism is useful in several political fields, but that it is seriously difficult to explain federalism in academic terms. (Rosamond, 2000:30)

Nevertheless, "federalism should be seen as a process; as an evolving pattern of changing relationships, rather than a static design regulated by firm and unalterable rules" (Friedrich, 1968:21).

The effect of the European Union on the member states

In Bulmer's and Lequesne's 'The member states of the European Union', Börzel raises three questions in order to understand how the European Union interacts with its member states. These three questions are; 1) "Where does the European Union affect the member states (dimensions of domestic change)? 2) How does the European Union affect the member states (mechanisms of domestic change)? And 3) What is the effect of the European Union on the member states (outcome of domestic change)? (Bulmer and Lequesne, 2005) By using these questions, there should be awareness of how the decision Erasmus Mundus (2004-2008) has been implemented. After setting down the questions, another use of these questions will be shown.

The first question, the dimensions of domestic change, shows where the European Union affects the member states. That is by polity, policy and politics. These three dimensions cannot be seen as separate dimensions, but affect each other and all three can be linked to one another. (Bulmer and Lequesne, 2005:49)

The second question, the mechanisms of domestic change, shows by using what mechanisms Europe can affect the member states. Those are by "*institutional compliance* where the European Union prescribes a particular model, which is imposed on the member states. Secondly, *changing domestic opportunity structures*, this leads to a redistribution of resources between domestic actors. Thirdly, *policy framing*, which alters the beliefs of domestic actors. Fourthly, *judicial review*, the right of any affected party to challenge deficient implementation of community Law before national courts and finally, *regulatory competition*, which is stimulated by the dismantling of trade barriers" (Bulmer and Lequesne, 2005:49-50)

These mechanisms can again be classified in two theoretical approaches; first, "the impact of Europe on the member states is differential (depending on the member state concerned and the policy area involved). Second, the differential impact of Europe is explained by the goodness of fit between European and national policies, processes and institutions at one side and the existence of mediating factors or intervening variables that filter the domestic impact of Europe on the other.

The goodness of fit determines whether the degree of adaptation from the member states towards the European level is high or low. If European policies (policy misfit) and institutions and processes (institutional misfit) differ a lot from those at the member state level, the member states have to adapt. (Bulmer and Lequesne, 2005)

Within the area of the European Union lots of actors are involved. This involvement gives some actors the possibility to have political influence. On the other hand it is possible that other actors have a reduced degree of political influence. The changes between those two levels of actors result in a redistribution of resources. (Bulmer and Lequesne, 2005)

"The institutions of the European Union are more than a political opportunity structure, because they also entail new rules, norms, ideas, practices and structures,

which the member states have to incorporate. In that matter the domestic impact of Europe can be seen as a process of socialization" (Bulmer and Lequesne, 2005:54).

Europe can also have impact on the member states by a process of institutional adaptation. In that case it is "the result of a long-term process in which some institutions have to undergo deeper changes than others do (Bulmer and Lequesne, 2005:54)

The third question, as stated above, was talking about the effect of the European Union on the member states as the outcome of domestic change. Actually there are five different outcomes regarding the range or level of domestic change. These are *inertia*, by which is meant the absence of change with regard to EU policies. *Retrenchment* is the resistance of a member state to make changes. By not implementing certain changes, the member state risks to have an increase of misfit. *Absorption* will say that the requirements demanded by the European Union are taken over on the member state level. When a member state adapts to existing processes, policies, and institutions, the member state does what is called *accommodation*. In the case where a member state replaces its own policies, processes and institutions, by other European ones, the outcome of domestic change is called *transformation*.

The three questions all focus on how the European Union can influence the member states. Interesting for this final project could be the reverse angle as well; where do the member states France and the Netherlands affect the European Union, as in where do they affect the European Union? And how do the member states France and the Netherlands affect the European Union, as how they affect the decisions made? And thirdly what is the effect of the member states France and the Netherlands on the European Union?

4.2.2 Culture

Since a part of the central research question is about culture, cultural theories of Geert Hofstede will be employed. It is important to look at cultural factors, but unfortunately it is often a forgotten area. Only since the late 1970s the factor culture has become more important. And only in 1992, in the Treaty on the European Union, culture became a part of European integration. Every organisation or institution has its own culture, not only the different people working for that institution have different cultural backgrounds, but the institution itself also knows its own culture. Hofstede's theory is also used, so that the member states can be compared by their cultural background.

In order to have a broad perspective on cultural understanding in this project, "Riding the Waves of Culture" by Trompenaars and Hampden-Turner is utilized. To be able to add items on the theory of Hofstede, this piece of academic work is taken in consideration as well.

According to Trompenaars and Hampden-Turner cultures are distinguished from each other by giving solutions to certain problems. Nevertheless, the need to solve is present everywhere. (Trompenaars and Hampden-Turner, 2006) The authors divided the solutions, which are passed by universal issues in seven aspects of culture. These will be deliberated after the clarification of Hofstede's theory.

Hofstede describes two different sorts of culture, to know, culture in the narrow sense means civilisation, like education, art and literature. In the broader sense of the word Hofstede states that culture means mental programming. Cultural anthropology is the science that studies human societies. Culture means "the collective mental programming, which distinguishes the members of one group of people from the other" (Hofstede, 1991:16) Culture is a phenomenon that has been taught. It is not natural. Culture consists of different levels. One of these levels is the

national level. At the national level, "cultures vary in the connection of authority, the image people have of themselves, namely with regard to the connection between individual and society and the desired roles of men and women. And ways to deal with conflicts (Inkeles and Levinson, 1969:447, in Hofstede)." In his book *Cultures and Organizations, Software of the Mind*, he developed a model that identifies four primary dimensions in order to analyse different cultures. These dimensions⁵ are *power distance* (from a small power distance towards a large power distance), *Collectivism versus Individualism*, *Femininity versus Masculinity* and *Uncertainty Avoidance* (from weak to strong). All four together, these four dimensions form a model from differences between national cultures. (Hofstede, 1991:26) To be able to give a comparing dimension to the central research question, the dimensions of Hofstede will be applied. The four dimensions will be deliberated below.

Power Distance

Hofstede measures social inequality by using the power distance index. Power distance is the degree in which less powerful members of institutions or organisations in a country expect and accept that the power in that country is divided unequally. This definition also includes the institutions as the framework of a society. (Hofstede, 1991:39)

Hofstede deliberates the power distance at state level. By that, he means the distance between the authorities of a state and its inhabitants. He states that in societies with a high power distance, power is seen as a major social occasion and that in societies with a low power distance, power is a phenomenon that should be legitimized. In this kind of society inequalities are seen as undesired.

The most prominent sources of power are someone's formal position, professionalism and the ability to honour.

Individualism versus Collectivism

This part is about the role of the individual opposite the role of the group.

A society is called individualist when the mutual relations between individuals are loose; everybody is ought to take care of themselves and their close family. On the other hand a collectivist society is a society in which individuals ever since they were born, have been absorbed in strong, tight groups that give protection in exchange for unconditional loyalty. (Hofstede, 1991:70) Hofstede signals that collectivism points towards the power of the group towards the individual. (Hofstede, 1991:69)

A country is seen as a more individualist country when the next three cases are seen as more important. Free time, as in enough time to spend in private or with family. Secondly, freedom in the work people have and do. And thirdly, challenge; people see their work or life as a challenge, which gives personal gratification.

A country that is more collectivist shows less importance on the above called cases. The following issues are more important; training, in order to become more knowledgeable and acquirable. Furthermore good working conditions seem more important and the use of talents, in order to practice knowledge and skills. (Hofstede, 1991:71-72)

Hofstede means that countries that have a high score on the power distance index have a low score on the individualist index. On the other hand, countries with a high power distance index are often more collectivist.

⁵ A dimension is an aspect from which one culture can be observed with another culture.

Femininity versus Masculinity

A society is called feminine when the social gender differentiation shows some overlap. Men as well as women are supposed to be modest, tender and focussed on the quality of life.

A country is seen as feminine when the following four issues (at the work floor) are of importance; a good professional relationship with a direct superior, a good cooperation with colleagues, a place to live where everybody feels comfortable and security, as in the security to stay as long at one job as one desires.

A society is masculine when social genders are clearly separated. Men are supposed to be aggressive and tough and focussed on material well-being.

For the masculine society Hofstede also states what the aspects are for a masculine environment (at the work floor); salary is more important or the possibility to earn well. Secondly, acknowledgment when a one did a good job. Thirdly, the possibility to climb up in a position and fourthly, challenge, which was also stated as a characteristic of an individualist society. (Hofstede, 1991:108-109)

When we look at masculinity and femininity at the state level, Hofstede shows how these two dimensions are related to the following priorities. Rewarding the strong people in society in comparison with the solidarity of the weaker. Then, economic growth in comparison with the protection of the environment. And finally, investing in armament opposite giving aid to poor countries. (Hofstede, 1991:127)

Uncertainty avoidance

The fourth dimension develop by Hofstede, he calls uncertainty avoidance. He formulates this dimension as "The degree in which the members of a culture feel threatened by uncertain or unknown situations. This feeling is expressed by nervous tension or the need to predictability to formal and informal rules (Hofstede, 1991:144)

Later on, Hofstede states that in countries with a high uncertainty avoidance laws are strictly formulated, stricter than in countries with a low uncertainty avoidance.

In countries with a large power distance, certain people who have functions in important government positions have more 'uncontrolled' power, more status and more material benefits than in countries where a low power distance is observed. The dimension uncertainty avoidance adds here a new element, because it also aims on competence differences between the authorities and the citizens, for instance in countries with a low uncertainty avoidance, people believe that they can participate in the decision-making process at the local level. (Hofstede, 1991:161)

People in countries with a high uncertainty avoidance are more often suspicious when it comes to feelings from one population towards another.

The consequences of uncertainty avoidance depend on the degree of individualism. (Hofstede, 1991:162)

As mentioned in the first part of culture of this chapter, Trompenaars and Hampden-Turner created seven aspects of culture. Again, these will be deliberated in order to gain a broader perspective on the culture of institutions as well as European member states France and the Netherlands. The first five dimensions are considered to be cultural differences in human relationships.

Universalism versus Particularism

The universalist culture believes that there is always a definition for what is right or wrong (rules). On the other hand the particularist view has attention for personal obligations and specific circumstances. There is not one right way (relationships). (Trompenaars and Hampden-Turner, 2006: 22)

Individualism versus Collectivism

This dimension could be compared with the individualism-collectivism dimension of Hofstede. Nevertheless, Trompenaars and Hampden-Turner focus on where the attention should be put, on the individualist, who contributes to the collective? Or the collective, which is composed by individuals? (Trompenaars and Hampden-Turner, 2006: 22)

Neutral versus Affective

The question asked here by Trompenaars and Hampden-Turner is whether it is accepted to show one's emotions during deliberations or at work. (Trompenaars and Hampden-Turner, 2006: 23)

Specific versus Diffuse

This fourth dimension focuses on brief and numerous relationships next to long-term relationships. In specific organizations, the relation aims on the creation of a certain outcome. In the diffuse organization, relationships are more profound and personal. (Trompenaars and Hampden-Turner, 2006: 23)

Achievement versus Ascription

This dimension describes whether someone is being judged by its performance or that a certain status is derived from gender, age, network or education. (Trompenaars and Hampden-Turner, 2006: 23)

These were the five dimensions on human relationships, but state Trompenaars and Hampden-Turner, culture is not only about human relationships. Culture has also to be seen in a certain time perception. (Trompenaars and Hampden-Turner, 2006: 150) That is why they called the sixth dimension:

Attitudes towards time

This dimension could be explained as the relative emphasis on the importance of the past, as well as the future or the present time.

The final and seventh dimension is again different from human relationships and the perspective of time. This is what the authors called:

Attitudes towards the environment

Attitudes toward the environment deals with the intention people assign to their natural environment.

4.2.3 Language

"Language is the fundamental institution of society, not only because it is the first institution experienced by the individual, but also because all other institutions are built upon its regulatory patterns (Berger and Berger, 1976)"

This part of the theoretical framework focuses on language. Communication is a verbal way of culture and communication is expressed by language. Language, as part of the culture of a country is part of the central research question. In order to become more aware of the language use, language policies, language regulations, official languages, working languages and the translators and interpreters it is most recommended to use a theory which focuses on these processes or planning of languages.

Cooper (1986) sets out five different types of planning are all related to language issues.

Language planning

A theory on language planning is used, because it helps to explain language initiatives, (Regulation No. 1, explained in chapter 2.6.), the means chosen to effect the goals and the outcomes of the implementation (A new Framework on multilingualism, chapter 3.2). A theory on language planning helps to “understand the motivation for setting particular status, corpus and acquisition goals and for choosing particular means and the reasons that the means do or do not effect the goals within a given social context” (Cooper, 1989:182).

Language planning is influenced by lots of factors and is used in lots of areas, therefore it is quite complex. (Cooper, 1989)

Cooper gives in his book various definitions for language planning formulated by various authors. These definitions are chosen considering the institutions at the EU level and the framework on multilingualism.

- *“Language policy-making involves decisions concerning the teaching and use of language, and their careful formulation by those empowered to do so for the guidance of others” (Markee, 1986:8).*
- *“Language planning occurs when one tries to apply the amalgamated knowledge of language to change the language behaviour of a group of people” (Thorburn, 1971:254).*

The scheme drawn below is an assistant in order to analyse the decision and what lies behind the decision in relation to language regulations and –policies of both the Council of Ministers and the European Parliament.

I	What actors are involved?
II	What behaviours it tries to attempt?
III	Of which people?
IV	For what ends?
V	Under what conditions?
VI	By what means?
VII	Through what decision-making process?
VII	With what effect?

Source: Language Planning and Social Change

Language planning is also an effective instrument in solving problems when it comes to language or communication issues, but most of these problems related to language are normally associated with political, economic, scientific, social and cultural situations. (Haugen, 1966)

Next to this statement, Cooper has the opinion that language planning should not be defined as an attempt to solve language issues, but rather as an attempt to influence language behaviour. (Cooper, 1989: 35)

Status planning

Status planning goes further in the line of language planning and is therefore useful as well. Furthermore Stewart (1968) created a list of language functions. The functions worth mentioning are described below. But first, what is status planning?

Status planning "refers to deliberate efforts to influence the allocation of functions among a community's language" (Cooper, 1989:99).

Three out of eight language functions will be mentioned in favour of this project;

- *Official (O)*. "Official languages function as a legally appropriate language for all politically and culturally representative purposes" (Cooper, 1989: 100).

Official is mentioned since the European Union knows 21 official languages that all have an official status. Other functions worth mentioning are:

- *Wider Communication (W)*. "This is the function of a linguistic system predominating as a medium of communication across languages"(Cooper, 1986: 104).
- *International (I)*. "The function of a linguistic system as a major medium of international communication" (Cooper, 1989: 106).

Standardisation

Standardisation is mentioned here, since it could be useful to understand profoundly and analyse the DG's mentioned in chapter 3.3 and 3.4. "Standardisation is significant, since it is helpful to have some degree of shared understanding and shared expectations". (Cooper, 1989:132)

Acquisition planning

"Acquisition planning helps promoting a language or the use of several languages". (Cooper, 1989:157)

Social change

In the middle of social change, for example when the population grows, or in the time of cultural diffusion, language planning seems crucial. (Cooper, 1989)

4.3 Theory on influence

As well as in the central research question as in the sub-questions the word 'influence' is often used. The word 'influence' can have a complicated character and therefore has to be fenced off. Moreover, it is a very broad term. Power is a term that is linked to influence, but has a more negative sound. Max Weber (1952) gives a definition; "by power is meant every opportunity/possibility existing within a social relationship, which permits one to carry out ones own will, even against resistance, and regardless of the basis on which the opportunity rests." To go further down towards the line of power, there should be looked at political power as Charles de Montesquieu set down as legislative, executive and judiciary power. Dahl sees decision-making as the most important indicator of power.

The meaning for this project is the role language plays during the decision-making process and finally how that role has been of influence. Influence here is meant as an elaboration mechanism. Elaboration as in how the languages French and Dutch as part of their culture elaborated in the decisions made by the Council of Ministers and the European Parliament.

Dahl states that influence should be seen as some kind of relationship. A certain actor does never influence on its own. (Dahl, 1963) The relationship in this project consists of language and the co-decision procedure towards Erasmus Mundus

(2004-2008). In order to go further towards the influence of language there has to be set out how language can be defined as influence.

First, influence is often limited to a certain field of political values and decisions. (van Schendelen, 1990:120) Here, the field of the Council of Ministers and the European Parliament with the member states France and the Netherlands. Furthermore, language can have a degree of influence that changes the decision. Then, there has to be looked at how big the influence is and if language plays a crucial role during the decision-making process. Van Schendelen (1990) calls this 'the weight of influence'. Moreover, the actual influence assumes that the role of language possesses instruments that can practice influence. (van Schendelen, 1990:121) An instrument here is for instance language knowledge of the delegates and role interpreters.

Influence can be divided into potential and real influence. Potential influence does not imply real influence. And influence is more often latent than overt (van Schendelen, 1990:122). And, there also has to be looked at the moment where language starts to play a role and consequently influence the decision-making process. Finally, van Schendelen (1990: 123) states the possibility of a 'causality problem'. Questioned can be if the existence of linguistic diversity changes the final decision (Erasmus Mundus 2004-2008) or can the consequences of linguistic diversity be seen in the final decision. But as Woerdman states, influence has a lot to do with cause (linguistic diversity) and effect (the co-decision making process).

Woerdman has set down six methods to measure influence;

1. The reputation method measures power and influence by asking certain people which actors have the most influence.
2. The formal position method measures influence by looking at the formal authorities. An actor with more official authorities would also have more power and influence.
3. The network method measures influence by looking at the existence of networks. A network consists of informal contacts.
4. The participation method measures influence by looking at which actors participate in the political process. Like this an image will be drawn of the actors involved in the process of influence.
5. The decision method measures influence by looking at the effect of the behaviour of actors in the decision-making process. The effects or consequences of their acts are studied. This method is specified in the before-after method.
6. The before-after method states that the preferences of actors are compared with the decisions. The smaller the differences, the bigger the influence would have been. (Woerdman, 1999:245-247)

Method number 5, the decision-method seems the most relevant to explore in the matter of this project. It also measures the weight of influence of the various actors on the outcomes of the decision. France and the Netherlands are going to be examined. The actor, in this case member state, that has the most influence shows whose demands are closest to the final decision.

In order to determine if France or the Netherlands was of most influence, cultural theories, deliberated in chapter 4.2 will be applied.

4.4 Conclusion

This chapter has reacted to the theories used in the course of this project, considering the language issue in the European Union.

First the institutions have been deliberated and theories of neo-functionalism, European integration, and the effect of the European institution were found in order.

After the institutions, cultural theories have been presented. These theories are related to and will be used in order to understand and compare in general the institutions and in principle the member states France and the Netherlands. Due to the reason that language is also part of the culture, theories of language planning have been deliberated.

The first two theories on institutions; neo-institutionalism and European integration are deliberated in order to show the awareness of the course of institutionalisation and integration and the effect on the final decision. The theories on language will be used in order to explain and understand language initiatives, language policies and language use.

In this project, the focus will be put on a threefold model. Influence is used in order to deduce how France and the Netherlands have influenced the decision-making process. Culture to understand the way France and the Netherlands act and language because of the reasons shown above.

I INFLUENCE

CULTURE

The decision-method (nr. 5 of Woerdman's method to measure influence); measures influence by looking at the effect of the behaviour of actors in the decision-making process. The effects or consequences of their acts are studied.

Hofstede's, Trompenaars and Hampden-Turner's theories will be used in order to compare France and the Netherlands.

The three questions posed by Tanja Börzel seem relevant as well, in order to help understand and explain how the member states France and the Netherlands have effected and implemented the final decision.

To specify even more the theoretical framework there should be looked at the influence that language has on the 'co-decision'.

LANGUAGE

LANGUAGE -----> CO-DECISION

After this conclusion, some hypotheses can be drawn up. Hypotheses are presumptions and should be disputable.

The way these hypotheses connect is rather similar to the theoretical framework; institutions, then culture and followed by language.

1. Within the institutions, there is not enough consciousness for cultural and linguistic diversity.
2. France has affected the European Union more in the decision Erasmus Mundus (2004-2008) than the Netherlands has.
3. The French language, as part of the French culture, has more influence on the decision-making process than the Dutch language, as part of the Dutch culture.
4. Language does not have influence on the decision-making process.

5. Empirical Research I: Culture in the decision-making process towards Erasmus Mundus (2004-2008)

5.1 Introduction

The decision deliberated in this chapter is a decision of the European Parliament and the Council of Ministers of 5 December 2003. It is called “Establishing a programme for the enhancement of higher quality in education and the promotion of intercultural understanding through cooperation with third countries (Erasmus Mundus (2004-2008))”.

The decision counts 13 articles, including the establishment of the programme, its definitions, the objectives, the programme actions, the access to the programme, the implementation of Erasmus Mundus (2004-2008) and the cooperation with the member states, the measures that are necessary to implement the programme, a Committee that is concerned by assisting the European Commission, the funding of the programme, consistency and complementarity, monitoring and evaluation, and the entry into force.

The decision has been chosen because it is an example of a decision taken by co-decision and also involves aspects of cultural and linguistic diversity. This chapter continues by giving a summary of the decision, followed by an explanation of how the decision has been taken in relation with the co-decision procedure. Moreover, applying the cultural theories of Hofstede and to a lesser degree of Trompenaars and Hampden-Turner will give the possibility to make a comparison between France and the Netherlands. Furthermore, the theories on institutions deliberated in chapter 4.2.1 will be applied on the decision in order to receive profound knowledge on the final decision. Finally, the language theories play a role in this chapter as well.

The role influence plays starts immediately here. Language is often limited to a certain field. The field deliberated is limited to the decision Erasmus Mundus (2004-2008), the Council of Ministers and the European Parliament and the member states France and the Netherlands.

Besides, several sub-questions will find their answer in this chapter, at the beginning of the specific sub-chapters will be mentioned whether there is referred to one or more sub-questions.

The entire decision can be seen in appendix 1.

5.2 Summary of the decision

Why?

The Erasmus Mundus (2004-2008) programme is responding to the challenges that were established during the Council of Lisbon of 23 and 24 March 2000 and the Council of Bologna of 19 June 1999. These two Councils focused on the necessity to adjust the educational and vocational systems, to the demands of the knowledge society and to strive for making higher education in Europe more attractive to the world. (europa.eu/scadplus)

What purpose?

The main goal of Erasmus Mundus (2004-2008) is to stimulate the quality of higher education by cooperating with third countries. (With third countries is meant a

country other than an EEA-EFTA state⁶ and/or candidate country). And by doing so make higher education in Europe more attractive. The Erasmus Mundus (2004-2008) programme is also meant to improve the dialogue and the understanding between nations and cultures. More specific, to stimulate profound quality of higher education with a specific European added value. Furthermore, to stimulate highly qualified academics and graduates and scholars from countries all over the world in order to acquire and become experienced in the European Union. Moreover, support more structural forms of cooperation between the European Union and the institutions in third countries and accomplish larger outgoing mobility from the European Union. And finally, to improve the accessibility and the world-wide visibility of higher education. (europa.eu/scadplus)

What does it mean?

Erasmus Mundus (2004-2008) focuses on five aspects. The first aspect is master courses of Erasmus Mundus (2004-2008). These master courses are selected by the European Commission on the quality of the offered courses. Secondly, scholarships, which are offered to graduates and scholars of third countries. Thirdly, partnerships with higher education institutions of third countries. These partnerships involve a three-year period of a master course of Erasmus Mundus (2004-2008) and at least one institution for higher education of a third country in order to create more outgoing mobility towards third countries. The fourth aspect contains promotional activities. These are drawn up in order to second the attractiveness of Europe as being an educational destiny. And by doing so, improve the visibility and accessibility of higher education in Europe. The final aspect focuses on technical support measures, because the European Commission has to be able to ask for experts, executive agencies, agencies of the member states and if needed, other ways of technical support. (europa.eu/scadplus)

For who?

Erasmus Mundus (2004-2008) is particularly aiming on institutions of higher education, students who have obtained a first degree from an institution of higher education. Moreover, scholars or professionals who practice teaching or accomplish research, staff that is directly involved with higher education and finally other public or private organizations that are involved in the field of higher education. (europa.eu/scadplus)

For what period?

Erasmus Mundus (2004-2008) has been implemented on the first of January 2004 and lasts until 31 December 2008. Within and after this period the programme will be evaluated. (Erasmus Mundus (2004-2008), 2003)

What are the financial costs involved?

For the period called above the financial costs amount to 230 million Euros. (Erasmus Mundus (2004-2008), 2003)

How have culture and language been involved in Erasmus Mundus (2004-2008)?

The entire title of the decision encounters culture, because it says to encourage intercultural understanding by cooperating with third countries. Furthermore the decision states that the Community needs to make efforts in the comprehension between cultures.

⁶ EEA (European Economic Area)-EFTA (European Free Trade Association) states are the 25 member states and Iceland, Liechtenstein and Norway.

Stimulating language learning and language diversity have been two of the objectives of the European Year of the Languages in 2001. These objectives also focus on the principle of language diversity by cooperating with third countries.

Article 4 aims on stimulating language skills, by giving students the opportunity to learn at least two of the languages that are spoken in the country where the institutions of higher education are situated, as well as the encouragement of the awareness of different cultures. (Erasmus Mundus (2004-2008), 2003)

5.3 Erasmus Mundus (2004-2008) analysed by the co-decision procedure

In chapter 2 an outline has been given of the co-decision procedure. Erasmus Mundus (2004-2008) is a result from the co-decision procedure. That the final decision is taken by co-decision is stated in the decision "Acting in accordance with the procedure laid down in Article 251 of the Treaty" (Erasmus Mundus (2004-2008), 2003). In this sub-chapter there will be explained how the final decision has been concluded and how it became the decision that in the end has been implemented. Besides, sub-question 7 is answered below, asking for the adjustment of the decision of both the Council of Ministers and the European Parliament to one another.

First Reading

The first reading started with a proposal of the European Commission (DG Education and Culture), they have the Right of Initiative. On 17 July 2002, the European Commission proposed to the European Parliament and the Council a decision to "establish a programme for the enhancement of higher quality in education and the promotion of intercultural understanding through cooperation with third countries". At that time referred to as Erasmus World (2004-2008).

The European Parliament did approve the Commissions proposal, but was in favour to draw up several amendments. The European Parliament sent its position to the Council and back to the Commission.

Before sending the amended proposal back to the Commission a lead Committee had been established, the Committee on Culture, Youth, Education, Media and Sports. The Committee had one rapporteur, the French Marielle de Sarnez. She was in favour of presenting all the amendments made, by handing them to the Commission. Moreover, four Committees have been advising the lead Committee, these were the Committee of Foreign Affairs, Human Rights and Common Foreign and Security Policy, the Committee on Budgets, the Committee of Employment and Social Affairs and the Committee on Women's rights and Equal Opportunities.

The Parliament has drawn up 66 amendments. These amendments include cancellations of several parts, a different use of words, the ranking of articles and repetitions of earlier mentioned amendments. Below the amendments, relevant for this project, are deliberated.

The European Parliament proposed to change the name that the Commission created, Erasmus World into Erasmus Mundus (2004-2008). This amendment was proposed in order to give the programme a universal name and status. Because of the change of name the programme should be more recognizable and a universal name should also respects the principle of linguistic diversity.

The European Parliament proposed an amendment by pointing towards the member states. The member states should contribute profoundly in Erasmus Mundus (2004-2008) and the basic principles of higher education in the member states should not be damaged by the role of the European Union. From the European Union

towards the member states and between regional and local authorities access should be facilitated for third country students.

The European Commission already focused in its initial proposal for Erasmus Mundus (2004-2008) on the encouragement of cultural- and linguistic diversity and language learning. The European Parliament focused even more, especially on the latter. The European Parliament wanted to encourage the command of language, especially by making use of at least two languages, spoken in the countries where the institutions of Erasmus Mundus (2004-2008) are situated. The European Parliament saw cultural cooperation with third countries as making a contribution to improve the living standard and reducing poverty.

The European Parliament added to an article, proposed by the Commission, that by cooperation with third countries, the European Parliament wanted to put special focus on countries in the Mediterranean area. Also added was the equality between men and women, and the amendment that the programme should create a better visibility and image of Europe. Likewise, the European Parliament recognized that academic institutions of the European Union failed in attracting a proportional part of high-levelled students, since the United States and Canada are very attractive for students of third countries.

The European Parliament pleaded for a board that should have been composed of personalities from the academic world, in order to reduce political influences.

And finally, but often an issue in the decision-making process, the budget. The European Parliament asked for an increase of the budget. In their proposal, the Commission determined an amount of 200 million Euros. The European Parliament pleaded for 300 million Euros⁷. Furthermore, the Parliament wanted to cancel the observance of a budgetary authority that allocates the yearly means of finance of the financial perspectives.

(Report on the proposal for a European Parliament and Council decision establishing a programme for the enhancement of quality in higher education and the promotion of intercultural understanding through co-operation with third countries, 2003)

Before moving forward to the second reading of the European Parliament, the Council; the Education, Youth and Culture Council had to adopt a common position by qualified majority voting. On 5 May 2003 the Council did agree on the contents of the common decision, establishing Erasmus Mundus (2004-2008). The Coreper decided by unanimity to give the proposal an 'A-status'. The Council has modified the draft common position judicially and linguistically and stated that they made several amendments identical or similar to the ones of the European Parliament. Only one amendment, in particular, conflicted with the amendment proposed by the European Parliament; the budget. The Council called for 180 million Euros. Five amendments of the European Parliament had been rejected. Now that the Council did accept the common position, the second reading entered into force. (Common position of the Council of Ministers on the proposal to establish Erasmus Mundus (2004-2008))

Second Reading by the European Parliament

As mentioned in chapter 2.5, the second reading has a deadline of three or four months. This limit enters into force at the moment where the Council has adopted the common position. That was on 16 June 2003, and on 3 July 2003 the Chairman of the European Parliament announced that the common position was

⁷ To compare, the Socrates programme that offers European students the possibility to study in another European country had a budget of Eur. 1,850 million for the second phase of the programme (from January 2000 to December 2006) (www.europarl.europa.eu)

received. The common position was forwarded to the Committee of Culture, Youth, Education, Media and Sports.

During the second reading, six amendments were drawn up on the common position of the Council. The most relevant were that the European Parliament wanted to focus on the ability for students to make a 'tour d'Europe', along several European universities. Again, they focused on giving students the opportunity to learn at least two languages, spoken in the country where the institutions of higher education are situated. The Council did also focus on this matter, but did not repeat it as much as the European Parliament did. Here they added that the participating institutions should organize language courses. For the budget, the European Parliament reached a compromise of 230 million Euros. Initially the Commission determined 200 million Euros, the Council 180 million Euros and the European Parliament 300 million Euros.

On 29 September 2003, which meant within the time limit of four months, the European Parliament reached a decision on the Council common position.

The Commission agreed on the amendments, proposed by the European Parliament. (Recommendation on the second reading by the European Parliament, 2003.)

Second reading of the Council

The second Council reading entered into force on 29 September 2003, at the moment where the Council received the amendments that resulted from the second reading of the European Parliament.

The Council agreed on the amendments and adopted these by unanimity. (www.consilium.europa.eu) Consequently, a third reading was not required.

The legislative text was then accomplished to be sent towards the President and Secretary General of the European Parliament and the Council and is published in the Official Journal on 5 December 2003. (Fiche de procedure COD/2002/0165). The final decision can be found in the annex.

5.4 Erasmus Mundus (2004-2008) analysed by rational choice institutionalism

In the theoretical framework neo-institutionalism has been mentioned. One of the three approaches deliberated was rational choice institutionalism. Rational institutionalism focuses on the special behaviour and character of actors who are supposed to have previously established preferences and perspectives.

The three different and most important actors involved in creating Erasmus Mundus (2004-2008) were the European Commission, the European Parliament and the Council of Ministers. The Commission proposed to create this programme and the European Parliament and the Council were involved in the further elaboration of the proposal.

The Commission initiated this programme, because they had already established much larger preferences and perspectives for the European Union. The most important perspective for the European Union here was the creation of the Lisbon criteria in 2000. The Lisbon criteria or Lisbon Strategy are/is a development programme that should make the European Union "the most dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion"(Erasmus Mundus (2004-2008), a step towards an EU educational policy). The Lisbon Strategy has been adopted in 2000 and is supposed to last until 2010. One of the objectives was to make the European Union a knowledge economy and modernize the educational system. Erasmus Mundus (2004-2008) is a result of the Lisbon Strategy. It enhances at the emphasis of the Lisbon Strategy that member states should adjust their educational and

vocational training systems to the knowledge economy. (Erasmus Mundus (2004-2008) 2003) The decisions deliberated below are all focusing on this ambitious goal and are all results from the Lisbon Strategy. Erasmus Mundus (2004-2008) is again a result of these outcomes and assists the below mentioned decisions by responding to the Lisbon Strategy.

During the European Council of Stockholm in 2001, an agreement has been concluded that educational systems should be seen in a world-wide perspective. Erasmus Mundus (2004-2008) is aiming on this perspective, because of the involvement of third countries. Besides, the Community supports institutions of higher education in these third countries.

The Council of Barcelona in 2002 agreed upon the opening of the European Union to the outer world. Action number four of Erasmus Mundus (2004-2008) aims to that preference by augmenting the attractiveness of the European Union and supporting activities that include this goal.

In order to become a powerful Union, the European Commission, with the Council of Europe, made 2001 the European Year of Languages, in order to encourage language learning and linguistic diversity. This was one activity among others.

The rational choice approach also focuses on strategic interaction, which determines political decisions. Determining the decisions for Erasmus Mundus (2004-2008), the co-decision procedure can be seen as strategic interaction. Interaction could be seen by significant actors, the Commission; DG Education and Culture, the European Parliament; the Committee Culture, Youth, Education, Media and Sports and the Council. Interaction, with the lower levels was crucial in order to determine the final decisions on Erasmus Mundus (2004-2008).

5.5 Erasmus Mundus (2004-2008) analysed by theories of European integration

In the theoretical framework European integration has been deliberated. In order to receive profound knowledge on the decision and in order to, later in this project, compare the member states France and the Netherlands by their linguistic and cultural background there will be looked at European integration in a federalist way and how the European Union has affected the member states by deciding to implement Erasmus Mundus (2004-2008).

Erasmus Mundus (2004-2008) has been implemented in 82 universities in 17 countries, in the member states Germany, Austria, Belgium, Denmark, Spain, Finland, France, Greece, Hungary, Ireland, Italy, the Netherlands, Portugal, Slovakia, Sweden and the United Kingdom and EEA/EFTA country Norway.

Federalism covers a broad field, fields such as centralism, de-centralism and a combination of those two. There can be stated that Erasmus Mundus (2004-2008) is implemented in a centralist way, but the result of the programme seems a combination of both a centralist and a de-centralist process. At the European level, the decision has been determined, the Erasmus Mundus Master courses have been pointed out at the European level and the students have to apply through the European level. But since federalism requires two levels, the member states are involved as well. The above mentioned member states are diverse in their backgrounds, not only their cultural and linguistic background, but also by their educational system.

During the first reading of the co-decision procedure, the European Parliament pointed more towards the member states than the European Commission initially did. The Commission made its proposal, bearing article 149⁸ of the EC Treaty in mind, but looking at the amendments made during this first reading the European Parliament gave the idea that the role of the member states was underestimated. The European Parliament called for more cooperation between the Commission and the member states. They stated that the member states should look for the need for the programme to receive recognition, they called for participation of the member states in the field of information measures, and the call for the member states to take steps to advance the authorization of entry visas and residence permits. (Report on the proposal for a European Parliament and Council decision establishing a programme for the enhancement of quality in higher education and the promotion of intercultural understanding through co-operation with third countries, 2003)

The final decision shows less involvement for the member states, but it does say, "having regard to the Treaty establishing the European Community, and in particular Article 149" (Erasmus Mundus (2004-2008), 2003). And in article 6 of the final decision it sets out the specific tasks for the member states.

Article 6 of the final decision also mentions that member states "shall designate appropriate structures to cooperate closely with the member states (Erasmus Mundus (2004-2008), 2003).

For France this appropriate structure is 'Agence Nationale Socrates/Leonardo da Vinci'. This public interest group is part of the Ministry of Education and Research and the Ministry of Employment, Social Affairs and Housing and cooperate with the Ministry of Foreign Affairs.

In the Netherlands, NUFFIC is, among other organizations, engaged with the programme Erasmus Mundus (2004-2008). NUFFIC is a semi-public Dutch organization for international cooperation in higher education without pursuit of profit. They cooperate and receive subsidies from the Ministry of Education, Culture and Science and the Ministry of Foreign Affairs.

In what way did the European Union affect the member states by implementing Erasmus Mundus (2004-2008). To respond to this question the three questions raised by Börzel will be deliberated in brief.

The first question she raises is where the European Union affects the member states, by stating dimensions of domestic change. The member states were affected by having to implement Erasmus Mundus (2004-2008) within their educational systems. However, most of the implementation is done at EU level, the course of the whole programme is for the responsibility of the member states. The European Union affects the member states on their policy level and their political level, since lots of parties were involved in creating a healthy surrounding for Erasmus Mundus (2004-2008). In order to make the programme successful and the status of the member state as well. However, the European Union also asked for no bureaucratic interference if the programme might lengthen.

The second question she raises is the way how the European Union affects the member states and by using what kind of mechanisms. The first mechanism that can be seen is institutional compliance. After all, the member states have to follow up to the decision of the European Union. The second mechanism is changing domestic opportunity structures. From this mechanism results the goodness of fit, which

⁸ The Community shall contribute to the development of quality education by encouraging cooperation between Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organization of education systems and their cultural and linguistic diversity. (Article 149 of the EC Treaty)

determines whether the degree of adaptation is high or low. For the member states France and the Netherlands, the goodness of fit seems low. Due to the fact that they are already experienced by having to implement other EU educational programs, such as Socrates and Leonardo. Also involved in Erasmus Mundus (2004-2008) are the new member states Hungary and Slovakia. Imaginable is that these countries have a higher goodness of fit. They probably had to make more efforts to respond to the EU decision. Although both former communist countries already brought changes into their educational system, by giving more autonomy to the educational institutions and deregulation within the educational institutions.

The third question designed by Börzel is what the effect of the European Union is on the member states. Looking at the five outcomes of Börzel and applying them on France and the Netherlands, there is a combination of absorption and accommodation. Absorption means that the requirements demanded by the European Union are taken over on member state level. The decision on Erasmus Mundus (2004-2008) stated that member states should not be damaged by the European Union on their fundamental principles of higher education. Facilities where the European Union asked for are already often present, since the other educational programmes, called above were implemented as well. However, some accommodation was needed as well. The member states had to adapt to the demand of the European Union to reply to the quality criteria. The member states should have done so, by cooperating with third countries. And by creating European cooperation in order to increase the quality, higher education institutions would have to adjust to one another. For example there are differences between the laws for higher education in France and the Netherlands. However, it is not in the scope of this final project to take notice of that.

5.6 Erasmus Mundus (2004-2008) analysed and compared by culture

Lots of actors have been involved in the decision-making process towards Erasmus Mundus (2004-2008). In this sub-chapter a more detailed outline will be given on what lies behind the co-decision procedure. A look within the Council of Ministers and the European Parliament, a look at the members of both institutions narrowed down to the actors involved of the member states France and the Netherlands. But first, in order to understand both member states France and the Netherlands and their influence on the decision, cultural theories as designed in chapter 4, will be applied.

In this chapter answers to sub-questions 4, 5 and 6 can be found. Sub-question 4 asked whether culture/language plays a role during the decision-making process, followed by the question to what degree it influences the Council of Ministers and the European Parliament. Sub-question 5 will be responded; it asked for the comparison of France and the Netherlands in the co-decision procedure of Erasmus Mundus (2004-2008). Sub-question 6 is answered as well; the question was if the culture of France and the Netherlands influenced the decision, if the outcome has been influenced by culture and how the decision can be explained by cultural theories. The influence language has on the decision is deliberated in chapter 6.

5.6.1 Power Distance Index

Power distance is the degree in which less powerful members of institutions and organizations expect and accept that the power in that country is divided unequally. At state level that means, the distance between the authorities and its inhabitants.

France

France is a centralist and semi-presidential state and is governed in a 'dirigiste' way, which means that both right- and left-winged parties share the belief that the government should lead the economy. (Pollitt and Bouckaert, 2004) The French president has lots of power; he has a twofold role, head of state and head of the government. The French civil service enjoys a high status as well. It is an intellectual group; most are graduates from the ENA (Ecole Nationale d'Administration).

France scores relatively high on the power distance index, with a score of 68. The average of the other European countries is approximately 40. (Hofstede, 1991) This high score might have its involvements in the powerful position of the president de la République and the role of the civil service.

The French minister of Education was one of the initiators behind Erasmus Mundus. With regard to the Lisbon strategy, the competition with the United States and France having the second most universities participating in Erasmus Mundus (2004-2008), the decision is a good example of the French 'étatisme', which means that the French government should lead and guide France in order to guarantee a privileged position in the world. (Pollitt and Bouckaert, 2004)

The Netherlands

The Netherlands has a lower score on the power distance index, namely 38 (maximum score 104, Malaysia and minimum score 11, Austria). Out of 53 countries, the Netherlands finds itself at the 40th place. This shows that power in the Netherlands is divided more equally. An explanation follows; the Dutch political system is consensus based. Ministries tend to be transparent institutions. The power of the Dutch Prime Minister is rather weak, since he acts as a *Primus Interparis*. The Netherlands is a unitary state and has a long history of de-centralization. (Pollitt and Bouckaert, 2004)

The role of the Netherlands in Erasmus Mundus (2004-2008) has not been as significantly visible as the French role. Later in this chapter, there will be a more detailed look. However, the Dutch universities participate in Erasmus Mundus (2004-2008) with six universities (Germany 18, France 17, United Kingdom 8 universities). NUFFIC, the Dutch organization involved with Erasmus Mundus (2004-2008) is not part of the Ministry of Education, Culture and Science, but within NUFFIC, UNESCO and RAWOO (the Netherlands Development Assistance Research Council) are involved and they are respectively a part and established by among other institutions the Ministry of Education, Culture and Science.

5.6.2 Individualism versus Collectivism

A society is called individualist when the mutual relations between the individuals are loose; everybody is supposed to take care of themselves and their close family. On the other side, a collectivist society is a society in which individuals have been absorbed in strong, tight groups that give protection in exchange for unconditional loyalty. (Hofstede, 1991: 70)

France

France scores 71 on the individualist index (maximum score 91, United States and minimum score 6, Guatemala), which places the member state on rank 10/11. (Hofstede, 1991: 73) As seen in the previous sub-chapter, France has a high score on the power distance index. Those two dimensions combined show that within France institutions and organizations, there is a high hierarchical structure. This hierarchy comes from a long history of tradition and does not come in a forced way. (Hofstede, 1991)

Nevertheless, Trompenaars and Hampden-Turner do not agree with France being an individualist country. They consider France as a collectivist country. They state that for the French inhabitants, France is something communal. According to these authors, the tradition of hierarchy is a forced structure. On the other hand Hofstede states again that in a collectivist country, there is a dominant role of the government in leading the economy. (Trompenaars and Hampden-Turner, 2006) Being *étatiste*, France shows to be collectivist as well.

Looking at the decision, France does show individualist as well as collectivist characteristics. Individualist characteristics, because the goal of higher education is to have a better life, not only for the students of third countries, but to promote the European Union and the member states (France) as well. And higher education does not only increase the economical value of the student it also promotes higher education and consequently the economical values of the European Union and France.

The Netherlands

According to Hofstede, the Netherlands is a very individualist country. The Netherlands profiles itself the most on this particular index. The Netherlands shares a fourth place, with a score of 80, right after countries as the United States, Australia and the United Kingdom. The Dutch are self-reliant, and look out for themselves and close relatives. Privacy is a crucial good and respect for one another is a high value (geert-hofstede.com)

Looking at the decision, France and the Netherlands follow the same line in their opinion on education. However, during the implementation of the decision, the Netherlands should, after Hofstede, show respect towards the third country students and vice versa. France as well as the Netherlands are secular states, but within the institutions of higher education in the Netherlands the third country students can be tenacious of their religion and culture.

5.6.3 Femininity versus Masculinity

A society is called feminine when the social gender differentiation shows some overlap. Men as well as women are supposed to be modest, tender and focused on the quality of life. A society is masculine when social genders are clearly separated. Men are supposed to be aggressive and tough and focused on material well-being.

A country is seen as feminine when a good professional relationship with a direct superior, a good cooperation with colleagues, a place to live where everybody feels comfortable and secure, are of importance. In the masculine surroundings, these characteristics are salary, acknowledgement for the job, ambitiousness and challenge. (Hofstede, 1991)

France

According to Hofstedes masculinity index, France is a feminine country, but finds its ranking closer to the masculine side than the Netherlands. France scores 43 and the Netherlands 14 (maximum score 95, Japan and minimum score 5, Sweden) In that context, France is not a specific feminine country. At the state level, in a feminist country, there is more solidarity for the weaker, than rewarding the strong people in society and there is more aid providing to poor countries, than investing in armament. All third country students applying for Erasmus Mundus (2004-2008) must meet the same obligations, set out in the decision and will all receive high quality education, and receive the same scholarships.

Being a moderate feminine country is also visible in the decision-making process, since the French are able to use verbal violence during deliberations. This

could be seen in relation to a characteristic of French culture. The French have “a great appreciation for the art of conversation” (www.cyborlink.com). The French are also known for interrupting other speakers. The other actors could see this as offensive.

Since France is not a typical feminine country, it is relevant to mention as well a masculine characteristic. Hofstede states that in a masculine culture, strong individuals should get their opportunities. (Hofstede, 1991:135) In the political and business area there can be seen that the graduates of the best universities have the highest positions. As already mentioned, the French politicians and the civil service are practically all ‘énarches’. Since the civil service changes positions every now and then with business life, this elite is also visible there.

The Netherlands

The Netherlands is a typical example of a feminine country. Together with the Scandinavian countries it has the lowest masculinity index score. A welfare country and a feminine culture merge very well.

In a feminine culture, the leaders are less visible than in a masculine country. That characteristic has already been presented in the first dimension as well. During the decision-making process the aim of the Dutch is to solve problems and conclude certain decisions. (Hofstede, 1991) Here the consensus-based system of the Netherlands becomes visible. The Dutch are very willing to reach consensus. The consensus-based decision can be a compromise between several decisions, but in the end all the actors have to be satisfied about the final decision. This can result in long deliberations.

Another characteristic of the Netherlands, profiling itself as a feminine country, is the fact that the Dutch government spends approximately 0,8% of their GDP on development cooperation. Students who applied for a scholarship in Erasmus Mundus often come from developing countries, like Kenya, Ethiopia and several other African countries. This should be in the line with the Dutch opinion on helping the countries and people that are in need. The students of the third countries will go back to their countries with the necessary ‘luggage’. In the final decision of establishing Erasmus Mundus (2004-2008) is stated, “the Community should be mindful of the phenomenon commonly known as brain drain” (Erasmus Mundus, (2004-2008), 2003).

5.6.4 Uncertainty avoidance

This dimension is explained as “the degree in which the members of a culture feel threatened by uncertain or unknown situations. This feeling is expressed by nervous tension or the need to predictability to formal and informal rules” (Hofstede, 1991:144).

France

France is ranked on a high level on the uncertainty avoidance index, on number 10/15 (out of 23 countries) with a score of 86 (maximum score 112, Greece and minimum score 8, Singapore) (Hofstede, 1991:145). Within the French institutions there exists a high level of formal procedures. However, the implementation of these procedures is more flexible, France has difficulties deviating the present rules and regulations. One of the aspects where that is visible is in their efforts maintaining the French language. Since France was very much involved in creating the European Union, there can be seen lots of French rules and procedures within the institutions. The organization of Erasmus Mundus (2004-2008) in France is in the hands of Socrates/Leonardo Da Vinci. They are positioned under direct

supervision of several Ministries and cooperate with them and in that course, will have to follow their procedures.

Countries that have a high score on the uncertainty avoidance index incline to be suspicious. This aspect of the fourth dimension is mentioned here, because that can be importance and influential on the decision-making process.

The French are called 'chauvins'. This is, among other things, visible in their perception of the French language. France being, as Hofstede claims, an individualist country and having a high uncertainty avoidance, there should be an aversion against minorities or majorities with a different religion or language.

The Netherlands

In this dimension, the cultural backgrounds of France and the Netherlands, just as on the power distance index, differ significantly.

The Netherlands can be found on the 35th place with a score of 53. (Hofstede, 1991:145) That score and rank make the Netherlands having a low uncertainty avoidance. How that can be explained is that in the lowest uncertainty avoidance countries, the perception is present that everything different is interesting. That does not exactly account for the Netherlands. In the Netherlands the perception is like 'everything different is odd' (Hofstede, 1991:152) or 'act normal, than you are already silly enough', are statements of the down-to-earth Dutch.

The Netherlands, different than France, has an aversion against regulations and procedures. The aim is to arrange certain issues without too many bureaucratic interventions.

Cultures with a low uncertainty avoidance are supposed to act more tolerant against others. This is important to mention, since this tolerance can have affect on the decision-making process.

In the Netherlands, the inhabitants feel more competent towards their governments. That could explain why NUFFIC is charged with the organizational involvements of Erasmus Mundus (2004-2008) in the Netherlands, and why they are not under the direct supervision of a Ministry.

5.7 Cultural diversity in the Council of Ministers

This sub-chapter focuses on the decision-making process towards Erasmus Mundus (2004-2008) by the Education, Youth, and Culture Council and the French and Dutch participation in this Council.

At three moments there were meetings in relation to the co-decision process on Erasmus Mundus. The first one was held on 11 and 12 November 2002 (Council meeting 2461). During this deliberation process were present for France, the French Minister for Culture and Communication and the French Minister attached to the Minister for Youth, Education and Research, with responsibility for research and new technology. For the Netherlands, the Minister of Education, Cultural Affairs and Science and the State Secretary for that same Ministry.

In this phase, the proposal, 'establishing a programme for the enhancement of higher quality in education and the promotion of intercultural understanding through cooperation with third countries', at that time called Erasmus World, has been proposed by the European Commission. Important note here is that the proposal was co-initiated by the French Minister for Education. Since the proposal is deliberated in chapter 5.2, a more detailed look towards the Netherlands may give several clarifications.

In the first stage of the decision-making process, the given name to the proposal was 'Erasmus World'. The Dutch Minister and State Secretary preferred that particular name instead of the new given name Erasmus Mundus. The reason for that

was that they found the name Erasmus World more attractive for students, not coming from Europe.

In the proposal, the European Parliament called for learning two languages, spoken in the country where the institutions of Erasmus Mundus (2004-2008) are situated. The Dutch Minister and State Secretary did not agree on this point, because they believed that the “attractiveness of the programme for the non-European students, to whom the programme aims, would lose its interest” (www.minocw.nl).

This amendment proposed by the Netherlands has not been conceded, nor did the other ones.

The common position of the Council decided on a budget of 180 million Euros. Several countries voted in favour of 200 million Euros, such as the Commission proposed. Since the proposal has been co-initiated by France, there can be assumed that the French participants also voted in favour of the 200 million Euros. The Netherlands voted otherwise. They aimed on 160 million Euros. A reason for that amount is not present. But they agreed on the compromising amount of 180 million Euros.

The second meeting with the Ministers of the European educational area was on 5 and 6 May 2003 (Council meeting 2503) During this public deliberation, the importance of the programme has been highlighted again. The same French minister was present, but was accompanied this time by the Minister attached to the Minister for Youth, Education, and Research with responsibility for School Education. For the Netherlands the same Minister and Secretary General were present.

The last public deliberation meeting on Erasmus Mundus has been held on 24 and 25 November 2003 (Council meeting 2545) and has been deciding on the amendments made in the European Parliament. For this step in the decision-making process, the Dutch Minister and State Secretary were absent, only a deputy of the Dutch Permanent Representatives (Coreper) was present. For France, a deputy Permanent Representative has accompanied the Minister for Culture and Communication. No further changes have been made during this phase. The Dutch Minister already indicated that she agreed on the amended text. (www.minocw.nl)

However the French position was not clearly visible, it was one of the French Ministers who together with a member of the European Commission introduced Erasmus World. Considering this, it still seems possible to analyse their share in the whole of Council readings. The Dutch point of view has been more visible. Below a cultural explanation for both Council readings is given.

The decision can be seen as a French act of ‘dirigisme’, which could explain that the French Minister for Culture and Communication had the same vision as his colleague Minister. During the first deliberations on the then called Erasmus World, the Dutch Minister had a different opinion. However she did not agree on the name, the budget and the focal point on learning two languages, she agreed on the proposal. She did not insist on implementing her demands, but agreed with every compromise.

France showed some of the feminine characteristics by finding consensus, just as the Netherlands, between the proposal of the Council and the amendments of the European Parliament. During the second reading of the Council both member states had to compromise.

The Netherlands, considered as a feminine country, envisage meetings and decision-making processes to solve certain issues and reach certain outcomes. Probably during the process on Erasmus Mundus (2004-2008), the Dutch Minister had profound reasons for the lower budget, the name and language learning. Some are called above, some have not been cleared out.

However here the feminine characteristic on development cooperation and the given amendment on lowering the budget clash. The decision has been initially drawn up to 'establish a programme for the enhancement of higher quality education and the promotional understanding through cooperation with third countries, but it also states brain drain should be prevented. The third country students are supposed to return to their countries and take advantage of what they have been learned during their time in Europe and exploit that knowledge for their own country.

France being a country with high uncertainty avoidance is following strict rules and regulations. During the co-decision process, the formal procedures followed were the respect of time limits. For the second reading they had to deal with a time limit of three months that was allowed to extend one month further. This time limit entered into force on 29 September 2003 and by 24 and 25 November the decision has been approved. Only two months were needed, probably because the Council did not make any more amendments. The time limit has been respected and the amended proposal has been adopted by unanimity. Every member state agreed on the amendments made by the European Parliament.

The Netherlands stated as a country with a low uncertainty avoidance makes them have an aversion against rules and regulations. However, the time limit can be an advantage, because the Netherlands wanting to conclude a final decision during the decision-making process can be time consuming, because of reaching consensus. The Netherlands being a tolerant country can be seen in their agreement on the amendments.

5.8 Cultural diversity in the European Parliament

When the European Commission initiated the proposal to the European Parliament and the Council, the European Parliament established a lead Committee, the Committee on Culture, Youth, Education, Media and Sports. A rapporteur has been indicated; this was a French member of the European Parliament. Here, the other French and Dutch members of the lead Committee will be shown, in order to become knowledgeable of how the Committee has been composed.

For France, six MEP's of different political parties and of which four of the members were women. For the Netherlands, two Dutch women have been selected, both from a different political party.

During both readings the European Parliament made amendments, both times under the supervision of the French rapporteur. During the readings of the European Parliament, the role of France has been more visible, since the rapporteur has a French background. Besides, the budget that has been a topic of discussion, it is more interesting, in relation to this final project, to look at the amendments drawn up by the European Parliament concerning language learning.

But let us begin with applying the cultural theories on the member states France and the Netherlands present in the European Parliament Committee for Culture, Youth, Education, Media and Sports.

It might be a coincidence that the chosen rapporteur is French. However, looking at the high rank on the power distance index, that role should have suited the rapporteur very well, being responsible for and presenting the amendments to both the European Commission and the Council of Ministers.

The Netherlands having a lower rank on the power distance index, could have considered the rapporteur as one of the other members of the Committee, deliberating about the amendments, since in the Netherlands there is a much lower hierarchical environment.

In chapter 5.6.2 has been shown that France has both collectivist and individualist characteristics. France showed being collectivist by expressing the need for linguistic diversity. Language learning and language diversity are important. Here it seemed that the French language was of big importance as well. The French rapporteur did express the fear that if choosing only one language, that language would probably have been English. Setting two languages, gives the French language a new chance of being studied.

The Netherlands being an individualist country was not that perceptible. Looking at the French demand on learning two languages, the Netherlands should have agreed on that. Both Dutch members experienced what it is like to work and live in a linguistic and cultural diverse environment. Therefore, the Dutch, being stated by Hofstede as a tolerant country, would have probably agreed with this amendment.

Both countries showed feminine characteristics. One of these characteristics was the relatively high number of women that is involved in political functions (Hofstede, 1991:135). Possible is that the Netherlands presented another characteristic during the first reading, because of focusing on the attention for the equality between men and women.

France finds itself on a high rank on the uncertainty avoidance index. Again, the amendment made for learning at least two languages is an example of this high uncertainty avoidance. Here, they could be called suspicious, because the English language could have overruled the French language if the French members of the Committee had not interfered.

The Netherlands known for their aversion against rules and regulations (Hofstede, 1991) have a low uncertainty avoidance. One amendment, proposed during the first reading, typically Dutch was then that lengthening the proposal should be necessary, but without bureaucratic interference and the introduction of a 'high-level selection board, composed of independent experts and chaired by the Commission. This selection board should be instructed 'to select only projects and applications meeting the highest academic standard'. This amendment aims on minimizing political influence and interference. (First reading on proposal Erasmus Mundus, 2003)

The second reading of the European Parliament focused once again on the need of learning at least two languages. And the participating institutions of higher education should organize the language courses. How could this last amendment be explained with the assistance of Hofstede's cultural theory? For France, this amendment could be explained in terms of a high power distance index; the students who are less powerful are in this case dependent on the more powerful institutions, because they are charged with the organization of language courses. Furthermore, it could be explained by a high uncertainty avoidance. The French being afraid, that if the higher institution participants would not organize language courses, the students might not learn another language at all.

Looking at the Netherlands, this amendment could also be seen in a different perspective, namely as a feminine choice of a welfare state. In welfare states lots of issues are taken care of by the government or various organizations, in this case that would be the organization of language courses.

5.9 Language theories and the co-decision process towards Erasmus Mundus (2004-2008)

Looking deeper into the co-decision procedure in the Council of Ministers and the European Parliament, forms of language planning were in use. In this chapter a

brief look will be taken on language planning and language status and furthermore deliberated in chapter 6.

The scheme below has been mentioned and drafted in chapter 4.2.3. Here the scheme on language planning will be completed looking at the decision and the language regulations lagging behind it.

I	What actors are involved?	For the decision on Erasmus Mundus (2004-2008), the European Commission, the Council of Ministers and the European Parliament were involved as the most important actors, especially the actors within the Council and the European Parliament, that have been deliberated in chapter 5.6.
II	What behaviours it tries to attempt?	The actors of both European institutions tried to achieve the "desired level of adoption" (Cooper, 1989:98)
III	Of which people?	The ministers of the Council had to convince each other and the members of the European Parliament had to convince each other. Besides, both European institutions had to convince one another on their points of view.
IV	For what ends?	For this part of the scheme Cooper (1989) gives two options for what ends the actors have to attempt their influence. Overt ends (language-related behaviour) and latent (non-language-related behaviour). Not looking at the contents of Erasmus Mundus (2004-2008), but looking at the process towards the final decision, there could be stated; latent ends.
V	Under what conditions?	The conditions for the communication within both institutions have been deliberated in chapter 3. During the three official meetings of the Council, regulation No.1 of the Council of Ministers that determines the languages to be used was one of the conditions to deal with during the decision process. The European Union had to work according the rules, stated under Rule 138, languages of the European Parliament.
VI	By what means?	By what means should be answered in the area of the interpreters who

		played a role in the entire process. How these interpreters act as a 'means' will be deliberated in chapter 6.
VII	Through what decision-making process?	The co-decision making procedure, which has been extensively deliberated in the chapters 2 and 5.
VIII	With what effect?	The effect of the co-decision procedure was the final decision of "Establishing a programme for the enhancement of higher quality in education and the promotion of intercultural understanding through cooperation with third countries (Erasmus Mundus (2004-2008))".

Cooper mentions furthermore, in the line of language planning, status planning. The three language functions, listed in chapter 4.2.3 were first of all, 'Official', "official languages function as a legally appropriate language for all politically and culturally representative purposes" (Cooper, 1989:100). During the co-decision making process of reaching the decision on Erasmus Mundus (2004-2008) all the official languages were in use. At that time that were 11 official languages, for both the Council and the European Parliament. With respect for Regulation No. 1 and Rule 138, both institutions were legally bounded to acknowledge the official languages, when deciding on Erasmus Mundus (2004-2008).

The second language function mentioned was called 'Wider Communication'; this is the function of a linguistic system predominating as a medium of communication across languages. To be able to have a so-called wide communication, the role of interpreters has been of great importance. During the co-decision procedure, interpreters have been translating the opinions and proposed amendments for the Ministers of the Education, Youth and Culture Council and the Committee on Culture, Youth, Education, Media and Sports of the European Parliament.

The third-called language function mentioned was 'International'. Both the regulation and the rule function as a linguistic system of international communication. The process towards the final decision was reserved for delegates of 15 member states, who all operate in an international environment for a European international environment.

5.10 Conclusion

By establishing the decision on Erasmus Mundus (2004-2008) there should be more stimulation of the higher quality of higher education by cooperating with third countries and by doing so make higher education in Europe more attractive. The decision should also encourage cultural understanding and stimulate language learning and language diversity.

The decision has been analysed by the theories on institutions deliberated in chapter 4.2. Moreover, using the cultural theories of Hofstede and Trompenaars and Hampden-Turner have shown that cultural differences between the member states France and the Netherlands are visible. And that culture did play a role and therefore had influence on the co-decision making process and on the final decision. Finally, the decision has been analysed by the language theories, in which can be concluded

that language does play a role during the decision-making process, since it is a means of communication, but it does not play the most crucial role.

The influence weight was bigger for France. This could be seen in the fact that a French Minister was the co-initiator of Erasmus Mundus (2004-2008) and that the rapporteur was French.

In the following chapter there will be a more detailed look at the influence of language during the decision-making process.

6. Empirical research II: the DG Interpretation

6.1 Introduction

Now that is shown how the cultural backgrounds of France and the Netherlands can be distinguished in the decision on Erasmus Mundus (2004-2008), it is time to focus on the linguistic part. Looking at language in general and as part of the culture in specific, a closer look is needed within the DG Interpretation and its interpreters who guarantee the communication between the delegates of the member states.

In order to create an empirical founded research, three visits to Brussels have been made to gain information by qualitative interviews. First is spoken with the head of the communication and information unit of the DG Interpretation and furthermore with four interpreters of this same DG. The interpreters can be seen as instruments that possess influence.

The focus of this project is put on the decision-making process within the Council of Ministers and the European Parliament, but since the DG Interpretation, which works for 90% for the European Commission and the Council, is the world's biggest interpretation service, extra attention will be given to this specific DG in order to be able to answer the central research question. The DG Interpretation is also more interesting to look at, because within the Council Working Groups, the delegates have to request for interpretation. Within the European Parliament, interpretation is always available, if there are enough interpretation booths and interpreters, since the members of the European Parliament are the representatives of the various member states and therefore have to be able to speak in their mother tongue.

In this chapter an answer to sub-questions 4 and 6 can be read.

6.2 A closer look within the DG Interpretation

In chapter 3.3.1 the DG Interpretation has been deliberated in general, in this sub-chapter a more detailed look within the DG is given.

The DG Interpretation is a service provider for mainly the European Commission and the Council.

Before taking a closer look within the DG Interpretation, the reason why the European Parliament has a separate interpretation service is worth mentioning. It has a historical foundation, from when the European Commission moved from Luxembourg to Brussels in 1958. Part of the interpreting service stayed behind to service the 'Assembly', as the European Parliament was known at that time, which maintained its secretariat in Luxembourg. Later, when the European Parliament moved much of its activities to Brussels, the members of European Parliament (MEP) did not wish to give up their first call on their own interpreting service. However, the services are separate, institutional cooperation is present and will be further improved. In the report called "Interpretation expenditure incurred by the Parliament, the Commission and the Council (2006/2001)" this is emphasized again, by stating that "the European Parliament refuses to take part in an evaluation with a view to create an inter-institutional office providing interpretation service to all EU institutions, this having been considered by the Bureau on 4 September 2005, as incompatible with the interests of the Parliament" (Special Report No5/2005, 2006).

Returning to the DG Interpretation. The DG Interpretation has expanded several times. There is to say that enlargement is practically the middle name of the DG. The first big shock to their internal system was in 1973, when Denmark, Ireland and the United Kingdom joined the European Union. The language system passed from four to six languages. Considerations grew bigger that this would be impossible to work with. The then Danish Minister of foreign affairs even proposed to reduce the system to two languages, English and French.

The main efforts within the DG Interpretation for enlargements were related to architectural differences. There were more languages to manage and all the interpretation units had to be reinforced by creating a new structure. Before the enlargement of May 2004, there was a structure with one director and eleven individual language units, one for each language. In order to guarantee a more efficient operation, the individual units were split into five departments, each with a leading senior interpreter. This new structure integrated the new languages with the old languages and big and small units, in order to assist the new interpreters with the help of the experienced interpreters.

In 1993 the first start was made by the DG Interpretation to train interpreters of the 10 candidate member states. The candidate interpreters started a European training course in their own country. Afterwards they received training from several interpreters of the DG Interpretation. And finally had to take a test and show their learned skills. It is very important that an interpreter is able to listen and speak at the same time, in front of a jury.

The staff of the DG Interpretation only expanded slowly. The numbers of the Polish interpreters are satisfying at the moment of writing. In Estonia there are few interpreters, but the demand for interpretation in Estonian is low. Malta was a special case. An explanation is given below.

In the late 1990's Malta applied for membership for the European Union. When the Maltese government changed, the procedure becoming a member was cancelled. Then, when the government switched again, the interest of becoming a European member state was present again. Before a country can become a European Union member state, it has to adopt and adapt to EU rules and regulations. One of these rules fall in the field of administrative adaptations, these administrative adaptations also encounter languages. But, because of the several changes of government, these administrative changes, including language were only dealt with in 2002. The European institutions considered that Malta would chose, for the language part, for the Luxembourg model. The Luxembourg model is aimed on the situation in Luxembourg; Luxembourgish is one of the official languages of Luxembourg, besides French and German. The Luxembourgish government decided that working in French and German would satisfy, leaving Luxembourgish out. Another option for Malta was the Irish model; Irish is only used as a Treaty language, which means that the translation into Irish is limited to Treaties and official legislation. Nevertheless, Malta did not choose any of the above called models. Maltese had to become the official language, for both internal and political reasons. This decision caused problems, because there were no trained interpreters of EU quality. And with only 400,000 inhabitants they were difficult to find, besides the DG Interpretation had lots of competition with other markets.

Also taking a look to Ireland; Irish will become an official EU language as from January 2007. This was decided only one and a half years ago. There has been a strong lobby to make Irish official as a working language within the European institutions. The issue here is not only that there was such limited time to accomplish the necessary adaptations to the system, another issue is a lack of interpreters. Although Irish is the first official language, stated in the Irish constitution, the language is only spoken by 1% of the Irish inhabitants.

Later in this chapter, more consequences of the enlargement will be deliberated.

6.3 The role of the interpreter during the decision-making process

The differences between being an interpreter of the European Union institutions and being an interpreter in other areas is that within the European Union, high requirements are demanded. An interpreter has to be aware of actualities, has to be able to understand certain subjects easily, and must have a reactive power. The variety of subjects is very wide. But the biggest difference lies in the fact that numerous subjects have a judiciary character.

The interpreter's job is to define concepts during deliberations. Interpreters do not work in words, but in concepts and ideas. They have to transmit the ideas of one language into the equivalent idea of another language. What the interpreter does is to ensure that the interpretation in one language, has the effect on the listener as if it was his mother tongue. This shows that the job of an interpreter is very important during the decision-making process.

The interpreter translates into his mother tongue. The Dutch interpreter for example translates the ideas of the French delegate into Dutch. The French interpreter translates the Dutch language into French. An interpreter is able to speak and listen at the same time, besides they have to respect an oath of secrecy.

6.4 Interpreting and cultural differences

The interpreters of the European Union are highly qualified civil servants and are able to interpret the ideas of a delegate. In meeting rooms, linguistic diversity is integrated in cultural diversity. The way an interpreter reacts on cultural expressions and habits depends on the level of experience. The more experienced, the more an interpreter is able to react and coop with cultural values. It is also of help when an interpreter has lived in the country of the language he works in. An interpreter has to feel comfortable and familiar with a culture, in order to express himself better during interpreting. In the case where a delegate uses a specific proverb, it is easier to make a correct interpretation when the interpreter already is familiar with the cultural background and context in which the proverb is used. Interpreters have to take as much knowledge information of as many sources as possible. So, if an interpreter wants to accomplish the best job, he has to understand and adapt to the cultural background of a delegate. When the interpreters of the DG Interpretation learn a new language, they will pay a visit to the country of the language to be studied, in order to learn besides the language, the culture of that country.

There are also interpreters who interpret for more than one member state, for example, the Dutch interpreter also interprets for Belgium, the French interpreter for France, Belgium and Luxembourg and the German interpreter for Germany and Austria. This situation means that an interpreter has to work in a way that it is acceptable for every member state and that the interpreter is fully aware of the cultural differences. Some expressions are commonly used in one member state, but can have another meaning or do not exist in another member state. When looking at the decision on Erasmus Mundus (2004-2008), the interpreter for the Dutch language had to pay attention to the differences of higher education in the Netherlands and Belgium, these differ in both member states. The interpreter had to be aware of these differences and explain the definition in a way that both member states were able to understand.

Every European member state has its own culture. The European Union is unique in this diversity, but this diversity can also cause problems. For example; A French delegate speaks with lots of words, before he makes his actual point. That accounts for the Italian delegate as well. How different the Dutch delegate acts during the decision-making process, or the delegates of the Scandinavian countries. Contrarily, they keep it very brief. Both situations can cause misunderstandings. The French delegate might find it extremely rude that the Dutch are so abrupt and more informal in their way of communicating. Besides the French being not used to the Dutch abruptness, could even miss the essential point. The other way round, the Dutch delegate might find it rude to waste so much time on the poetic presentation of the French.

How does an interpreter cope with these differences? Since the delegates should listen to the point of views as if it was their mother tongue, the interpreter has to make sure this happens. Consequently, when interpreting for the Dutch delegate, the interpreter looks for the key message in the long presentation of the French. Contrarily, the interpreter for the French might add several words, so that the answer or point of view of the Dutch will not be considered as rude. If a delegate shows emotions in his ideas, the interpreter has to translate these as well. The Finnish for example, are not expressive in their emotions. The interpreter understands whether a specific idea is supposed to be funny or persevering and will translate that to the listener.

6.5 The role of language during the decision-making process

Now that is shown how an interpreter works and deals with cultural diversity, a closer look on the role of language during the decision-making process is given. Interpreters have to react immediately on the presentation of a delegate and towards the listener. However, it happens that the interpreter faces difficulties. For example Germanic languages, like German and Dutch are known for their long sentences. These long sentences can be difficult and confusing to interpret. The interpreter has to find the correct subject in the long sentence.

During the decision-making process, the French always make a point about language, in order to defend their language. It is government policy to remould the French language. In the case where the French translation of a document was not ready on time, the French would erase a certain point, because the document has to be readable in French, even though the French delegate speaks perfectly English. The Dutch defend their language more than they did about ten years ago. They started to realize, why letting the Dutch language slip, if no other member states lets their language slip?

When taking a deeper look on the effect of language on the decision-making process, stepping back to the Council working groups is required. Because, before the decision of Erasmus Mundus (2004-2008) was deliberated by the European Ministers in the field of education, the council working group on education, youth and culture has dealt with the preparatory work.

During the deliberations of the Council working groups, the members have to make use of the request and pay system, for interpretation. The members have to request interpretation (also see chapter 3.3). This system has been introduced 2003, so was not in use yet at the time when the council working groups deliberated and prepared Erasmus Mundus (2004-2008). The system has been introduced to give a financial stimulus to the member states, in order to only request interpretation if that is needed. For example when a Dutch delegate of the Council working group has a

high level of English it is not necessary to ask for interpretation. Before the request and pay system was introduced, interpretation was practically always requested.

However it is obvious to request interpretation by considering the pragmatic and efficient consequences, for the interpreters it causes issues. Why? For example a Dutch delegate believes that his level of English is sufficient in a way that interpretation into Dutch is not necessary and believes that he is able to transmit his ideas in English. But, when not native English speakers, speak English, it is much harder for an interpreter to interpret than when a delegate speaks in his mother tongue. That is because the delegate uses certain expressions and words that are not correct or do not fit in the context. Since the interpreter has to interpret even by keeping the cultural backgrounds in mind, it can cause misunderstandings. These misunderstandings can result in a delay of the decision-making process; a meeting could take up more time, or a new meeting has to take place again in order to resolve the misunderstandings. That is why interpreters prefer a delegate to speak in his mother tongue. Nevertheless, during the decision-making process at Council working group level, that is not always possible, due to a lack of interpreters or a lack of meeting rooms with sufficient interpretation booths. Especially delegates of the new member states are bravely struggling in English.

These issues do not play a role in the Coreper, since they work only in English, French and German.

During the decision-making process, besides the interpreters, a Council Secretary is present to write down notes in order to draw up the draft proposal.

After 1973, the use of English has been reinforced, even more when Austria, Finland and Sweden joined in 1995. Looking at the input of the translation service, there was a majority of English around the year 2000. There was a slow erosion of 100% French at the establishment of European Coal and Steel Community in 1951, in about 50-50 in 2000. Nowadays the ratio is 60-40. 60% of the draft proposals are in English and 40% are in French.

When delegates work on a proposal, the text is shown on a screen. As mentioned above these proposals are most often in English. Sometimes the different delegations have the document in their own language and will make remarks by looking at the text in their own language. But, if the delegates want to understand each other clearly, it is more useful to present the text in only one language. The order and meaning of words differ and each language functions differently. And that is why a text in another language looks different.

Consequently, this means that a text could be more English or French. That is because the formulations are rather different in for example France and the Netherlands. However, that a text could be more French does not mean that the text contains the French point of view.

Jargon is some kind of bureaucracy that gets a lot of criticism. Jargon is language use that is applied within the European institutions and which is difficult to follow for the general public. Within the institutions of the European Union, this is called '*Eurojargon*.' Nevertheless, jargon is necessary during the decision-making process, because it serves the purpose and the people working within the European institutions will not be able to communicate if there were no acronyms or jargon. Definitions like democracy, quality and efficiency can have a slightly different meaning in every member state, and it is the task of judges to give the correct meaning of these definitions in European matters. Definitions also progress over time, just as the society progresses, like for example the definition 'sex equality' (women should have the possibility to work towards, women should get paid equal as the men, towards women should have the same opportunities as men...).

Furthermore, it is also of importance, because it does not need interpretation. All the officials and delegates who work in the European field understand *Eurojargon*.

In chapter 5.9 a scheme has been drafted considering the language theories, below this same scheme will be used in order to see how language, as part of the culture of both France and the Netherlands is involved in the decision-making process towards Erasmus Mundus (2004-2008). This will be pointed out to the DG Interpretation.

I What actors are involved?

Besides the European Commission, the Council of Ministers and the European Parliament, this chapter has also shown that other actors play a big role. Those actors are the Council working groups, the Coreper, besides the four Committees mentioned in chapter 5.3, the lead committee of the European Parliament on Culture, Youth, Education, Media and Sports. Besides these Committees, the interpretation and translation services of the Council and the European Parliament.

II What behaviours it tries to attempt?

As mentioned in chapter 5.9, the actors of the Council and the European Parliament have tried to achieve 'the desired level of adoption' for Erasmus Mundus (2004-2008) (Cooper, 1989:98). Looking at the attempted behaviour of the DG Interpretation, there could be stated that the interpreters have tried to attempt 'linguistic properties of planned behaviour' (Cooper, 1989:98). By doing so the DG Interpretation tried to give every delegate the same level of information and understanding, respecting regulation No. 1 of the Council of Ministers. However what has been shown is that this same level cannot always be guaranteed. Article 6 of regulation No. 1 reflects on that matter by stating that 'the institutions of the Community may stipulate in their rules of procedure which of the languages are to be used in specific cases'. Apparently the Council working groups are this specific case, as well as the Coreper. Because of a lack of interpreters and meeting rooms, it is not possible to guarantee interpretation in all languages. However, Erasmus Mundus (2004-2008) has been implemented before the enlargement of 2004, the difficulties with language combinations were also visible at that time. But for French there are always enough interpreters. For Dutch, it was conceivable that there was also interpretation, because as explained before, since about 10 years the Dutch are more focussed on requesting interpretation.

Looking at Erasmus Mundus (2004-2008), the interpreters also had to guarantee the same level of information when it came to the explanation of the educational systems in both France and the Netherlands. For example in France there are no schools of higher education, as they are called in Dutch Hoger Beroeps Onderwijs (HBO), besides the French and Dutch universities both have different entry requirements. For a correct transmission of these terms the interpreter has to know about these differences.

III Of which people?

The interpreters of the DG Interpretation have transmitted the ideas and information on Erasmus Mundus (2004-2008) to the actors involved in the decision-making process, as if they were listening to the presentation in their mother tongue. Naturally, the interpreters of the European Parliament did so as well. But the big difference within the European Parliament more languages are guaranteed.

IV For what ends?

The interpreters guarantee the same level of information and understanding for the delegates of the various member states. Compared to the co-decision process towards Erasmus Mundus as a whole, where language played a latent end, language played an overt end looking at the job of the interpreters. If there were no interpreters, it was very likely that delegates could not speak as freely as they can with the assistance of an interpreter. Actually, there is to say that interpreters make language a latent end.

V Under what conditions?

Already set down in chapter 5.9, the conditions have mentioned as regulation No. 1 of the Council of Ministers and Rule 138, languages of the European Parliament. But what if the necessary languages can not be guaranteed? This is more an issue in the Council than it is in the European Parliament.

If for Council working groups interpretation can not be guaranteed, compromises have to be found. An alternative could be only working in French and English. Probably the Germans will disagree, since German is the third biggest language. And in the case that Italy requests for interpretation, the Spanish feel the need to do so as well. Nevertheless, the focus on English as grown over the years. And even since the French focus considerably on the use of French, French delegates tend to speak English more and more. But this causes issues. According to the English, a foreign person speaking English, results in a totally different language. For the interpreters that can be very hard to understand. These misunderstandings can cause delays in the decision-making process. If at the highest level within the Council interpretation can not be guaranteed, a meeting will be postponed. On the other hand, it also happens that, in the case that interpreting is guaranteed, delegates prefer to speak English. However this is strongly discouraged, for the reasons called above, delegates often speak English, because they have the feeling that it is simply better.

VI Through what decision-making process?

During the decision towards Erasmus Mundus (2004-2008), the DG Interpretation was present during all stages and levels, except at the Coreper level. The decision-making mode or the subject deliberated is of no importance to the DG, since their job is to guarantee the transmission of ideas from one language into another, no matter at what institutional level.

But let us take a look at the two readings of the co-decision procedure towards Erasmus Mundus (2004-2008). During the first reading of the European Parliament, interpretation was present for all delegates in the Committee of Culture, Youth, Education, Media and Sports. The role of the French rapporteur was here of importance, since she received and studied the draft proposal of the European Commission in her mother tongue, French. Besides, she presented the amendments of the Committee in French. And the number of French members in this Committee was larger than the number of Dutch and the number of the members of other member states. Looking at the second reading of the Council; within the Council working groups, it is conceivable that interpretation was present for both France and the Netherlands. The request and pay system was not introduced yet and delegates requested for interpretation almost permanently. The Coreper only worked in French, English and German, without interpretation. When the Ministers of the member states came to Brussels to decide on the draft proposal and the amendments, interpretation was present. At this level interpretation was guaranteed.

The second reading of the European Parliament looked the same as the first reading. As in the first reading, the rapporteur presented the points of view of the European Parliament towards the European Commission and the Council. It is likely

that the amended text was shown in French, because it is easier to work from one language. French language influences could be absorbed in the text. At the time the second reading of the Council took place, the request and pay system was entered into force, but at the level of the Council of Ministers meetings, interpretation is always present in all languages. In which language the draft decision has been shown during the meeting is not recognizable. Only that the written text was available in the mother tongue of the Ministers of all the member states.

VII With what effect?

The interpreters of the DG Interpretation and the DG for Infrastructure and Interpretation have ensured communication between the various member states involved, with the effect to be able to reach the final decision of “Establishing a programme for the enhancement of higher quality in education and the promotion of intercultural understanding through cooperation with third countries (Erasmus Mundus (2004-2008))”.

The role of the DG Translation and the DG Translation and Publication has not to be forgotten, since they were responsible for the written texts, provided before each meeting and the final decision. Taking a look at the European Parliament; the European Parliament had a French rapporteur and the number of French MEP's was larger than MEP's of other member states. There can be stated that the final decision on Erasmus Mundus (2004-2008) could be more French. The rapporteur had to present her point of view on Erasmus Mundus (2004-2008), which was done in French, considering that French is her mother tongue. Since the draft proposal was also the initiative from a French Minister of Education it is likely to believe that there has been working from a French draft. Again, this does not mean that the final decision is a French decision; it means that French language influences could be found in the final decision. Besides from which language has been working within the Council is not clear. Nevertheless, linguists and legal experts examined the final decision before it was published in the Official Journal, and therefore it is hard to tell where the French language could be visible.

6.6 After the enlargement

The decision on Erasmus Mundus (2004-2008) has been taken before the enlargement of 2004. Therefore it seems interesting to take a look at the current situation within the DG Interpretation. Chapter 6.2 already gave a more detailed look within the DG, but there are more interesting facts on language diversity and language development within the European Union.

Numerous changes have occurred for the interpreters of the DG Interpretation since the enlargement of May 2004. But before that particular date, another change has been created, by the introduction of the request and pay system.

For France there is practically permanent interpretation. But for the Netherlands there is a decline of 30% for requests of interpretation. For the civil servants of the DG Interpretation that is not such of a big issue, but it is for the freelance interpreters. Because the request for Dutch has declined, the freelance interpreters have less practice and might gain some level of inexperience, which could result in not being hired again.

As mentioned in chapter 6.2, it has been very problematic to find interpreters for several languages, such as Maltese and Estonian. That situation has become slightly better, but is not to call ideal. Because of the introduction of request and pay, the request for interpretation for these languages is low, as well because it is simply not possible to get interpreters and booths. These could be mentioned as one

of the reasons that there is a shift towards English. As mentioned before, even the French speak English. The French government is not amused by this evolvement, but French delegates act as such because the delegates of the new member states speak rather English than French. Of importance to mention once more is that this is the situation at the level of the Council working groups. During a meeting with the Ministers of the member states, the interpreters of all member states are present. This causes some kinds of problems as well. An explanation is needed; because the interpreters of the new member states have hardly any practice at the lower levels during the decision-making process, they immediately have to adapt to EU jargon of the highest level. That can be difficult even though they have had highly qualified education and training.

Besides, the way of working within the Council has changed as well, and could be considered as less interesting for the interpreters. With 25 member states a discussion is hardly possible, because that takes a considerable amount of time. They often read out their points of view from a certain text, without room for debates.

Coming back to the shift towards English. English is more and more used within the European institutions, not only for draft proposals, as mentioned in chapter 6.2, but especially within the Council working groups. Important here is that this does not take place at the highest levels of the Council. It can be seen as a generation issue. Initially, the language most often used was French, nowadays it is English. There is spoken of a rise of *Globish*, by that is meant a mix of different kinds of English. Within the European institutions, they call it *Euroglobish*. However a lot of jargon remains French, like for example *acquis communautaire*, and probably that will never change. Next to this evolvement, the rise of English can also be seen when there are no English delegates, but there are English interpreters to work for member states other than the United Kingdom and Ireland.

6.7 Conclusion

Language is part of culture and language reflects culture. This chapter has deliberated how language plays a role during the decision-making process. The language issue within the Council working groups is the biggest of all levels. This, because of the introduction of the request and pay system, because of a lack of interpreters and a lack of interpretation booths.

Interpreters play a crucial role during the decision-making process. They simplify communication between delegates. Interpreters do not work in words, but in concepts and ideas. They ensure the transmission of one idea in a certain language to the same idea in another language. Interpreters are of importance, because they ensure that delegates can speak freely during the decisions, in their mother tongue. This is also what occurred during the co-decision procedure towards Erasmus Mundus (2004-2008). Within the European Parliament, interpretation was guaranteed for every language. That is important since the members of the Committee on Culture, Youth, Education, Media and Sports are the representatives of the member states. Interesting here was to see that the rapporteur within the Committee was French and that most of the members had the French nationality, which could mean that the draft proposal and finally the decision has French language influences. Within the Council, interpretation has been present as well. Here is not known in what language the proposal has been deliberated. Whether language did have influence on the outcome of the final decision is not known. It did certainly play a role, but the decision has been concluded within the time limits of the co-decision procedure.

This chapter has also shown that language can result in a delay of the final decision and that the use of English has increased, especially after the enlargement of May 2004.

There can be noted that the influence weight of France is bigger in the co-decision procedure, since there is always interpretation for the French language.

The following chapter will deal with the entire conclusion of this final project and will give the answer to the central research question.

7. Final conclusions and recommendations

7.1 Introduction

This research project has reached its final chapter. Several research phases have passed, in which, presently, a final conclusion will be drawn up. The course of the research will be displayed, by looking back at every chapter and by taking out the responses of the sub-questions. This will be followed by the actual response to the final research question and will evaluate as well the value of the theoretical framework. The hypotheses composed in chapter 4.4 will be deliberated here as well. Finally, recommendations will be presented, based on the phrased conclusions.

7.2 Course of the research project

The research project has its commencement by outlining and introducing the language issue in the European Union. An issue seems present, because the European Union started by working in four languages and this number augmented frequently in the following years. The biggest expansion of the number of languages occurred in May 2004, when ten new member states brought along nine new languages.

In the first chapter the central research question has been presented as "How can the influence of language, as part of the culture of a country, on the decision-making process within the European Union be explained?"

Since this central research question comprises a very broad area, the question has been narrowed down to the co-decision procedure in the Council of Ministers and the European Parliament and to the member states France and the Netherlands.

The second chapter has given an outline on the European Union, its institutions and its procedures, in order to understand the co-decision procedure in the Council of Ministers and the European Parliament. Moreover, it has shown how and when the territories of the European Union have expanded, not only by new member states, but also by policy fields and decision-making procedures.

Chapter three is of very big importance, because it explains the language regime of the European Union. Besides, it is also in this chapter that a start is made by responding to the sub-questions. The sub-questions 3 to 7 are answered in the conclusion. This is done, because the sub-questions are part of and form the conclusion.

The first sub-question asked for the language policies in the European Union. The language policies go back to the beginning of the establishment of the European Coal and Steel Community. At that time four languages, French, German, Italian and Dutch obtained equal and official status. Every year that new countries joined the European Union, the number of official languages expanded as well.

Regulation No. 1 of the Council of Minister determines the languages to be used by the European Economic Community. It states the official languages, as well as the working languages. Important article in the regulation is article 6, which states that the institutions of the Community are allowed to determine, in specific cases, their own language rules and procedures. The Coreper is one of these specific cases, since it only works in French, English and German. And at the moment where the request and pay system has been introduced in 2003 for the Council working

groups, the number of working languages here has been decreased. That is, because the member states are fixed to a specific budget for interpretation and are stimulated to request for interpretation in a more pragmatic manner.

The European Parliament respects the official languages by determining rules and procedures in Rule 38: Languages. The MEP's are the elected representatives of the member states and therefore have to be able to work in their mother tongue.

Moreover, this chapter has deliberated the role of the DG Interpretation and the DG Translation (sub-question 2). Both are DG's of the Commission, but most of their work is done for the Council. Either DG's are present during the entire decision-making process. The DG Interpretation is the biggest interpretation service of the world. And without the interpreters of this DG, communication becomes very hard. The interpreters of the DG Interpretation ensure communication between the delegates. They translate the ideas and concepts and transmit the ideas of one language into the equivalent idea of another language.

The DG Translation translates all written texts in the twenty official languages.

Chapter 4 has set out the theoretical framework. Language is part of culture and reflects culture; it is the biggest expression of language. (sub-question 3) As much as the way of communication, which becomes evident in the decision-making process.

The decision has first been analysed by rational choice institutionalism in order to understand the role of the Council of Ministers and the European Parliament, since rational choice institutionalism aims on the special behaviour and characters of the involved actors. And to explore what previous preferences and perspectives both institutions had. Furthermore, it showed that strategic interaction between the institutional levels was of big importance.

Furthermore, the decision has been looked at from a federalist perspective in order to understand how Erasmus Mundus (2004-2008) has been implemented.

The theories on language have been of help for the language regulations and policies. And the theory on influence has played a role during the entire project. The theory on influence has shown where language started to play a role, which actors have been involved and how it changed the decision from its draft proposal.

The cultural theories and the interviews were of great importance for the empirical foundation of this final project in order to answer the central research question.

In chapter 7.3 is shown how the theories are intertwined with the empirical data.

Chapter 5 and 6 are the empirical chapters, hence a start with the final conclusion will commence here.

7.3 How can the influence of language, as part of the culture of a country, on the decision-making process within the European Union be explained?

The title of the above called sub-chapter is the central research question of this project. Here, gradually the answer will be shown, such as the answers to the sub-questions.

In order to respond to the central research question, one decision, taken by the co-decision procedure, has been analysed by the cultures of France and the Netherlands and later by language. The analysed decision is Erasmus Mundus (2004-2008) and contains "Establishing a programme for the enhancement of higher quality

education and the promotion of intercultural understanding through cooperation with third countries.”

In order to perfectly understand the decision, it has been analysed by rational choice institutionalism, since Erasmus Mundus (2004-2008) is part of the Lisbon Strategy. (5.4) Furthermore it has been analysed by one theory of European integration, federalism. The decision is a process of a centralist and de-centralist process, since two levels have been dealing with Erasmus Mundus (2004-2008). The European level determined the actual decision, and looked after several administrative activities. The member states were fully responsible for the content of teaching and the organization of educational systems, which relates to article 149 of the EC Treaty. Besides, the member states had to designate appropriate structures to cooperate closely with the member states. (5.5)

During the co-decision process, yes, culture has played a role. (sub-question 4) The delegates of the Council and the members of the European Parliament all have their cultural backgrounds and their own ways of communicating. That culture is present, indeed, became visible when the cultural aspects, defined by Hofstede (4.2.2 and sub-question 3) were applied. Cultural aspects of Hofstede, as power distance, individualism, collectivism, femininity, masculinity and uncertainty avoidance have been applied on the member states France and the Netherlands to investigate what role culture has played.

During the co-decision process, formal rules and procedures had to be followed, a characteristic of high uncertainty avoidance. (sub-questions 5 and 6)

France was the co-initiator behind the decision. And Erasmus Mundus (2004-2008) is a good example of the French ‘étatisme’. (5.6.1) Besides France has shown individualist characteristics. Erasmus Mundus (2004-2008) is part of the Lisbon Strategy and France is in favour of promoting herself and the European Union, besides it promotes higher education, not only for the European Union as a whole, but for France in particular as well. The opinion on education of the French and the Dutch follow the same line. (5.6.2) France is a feminine country, but finds its ranking close to the masculine side. The French, during the decision-making process, have a great appreciation for the art of conversation. The French are known for being ‘chauvin’, and that can be seen in the final decision by how they promote language learning by the third country students. (5.6.3)

The cultural background of the Netherlands (sub-question 5 and 6) has not been as clear as the French. However, the number of universities participating in Erasmus Mundus (2004-2008) is significant for such a small member state. (5.6.1) The Dutch most significant cultural characteristic is femininity. That characteristic is shown in the decision by being mindful on brain drain. (5.6.3)

Looking at cultural diversity in the Council of Ministers, there has been mentioned once more that the French Minister of Education was the co-initiator of Erasmus Mundus (2004-2008). Because of that the decision can be seen as a French act of “dirigisme”. Consensus, a characteristic of a feminine society, has to be seen in the various opinions of the member states, but has to be reached within the stated time limits. These rules and procedures within the decision-making process can be seen as a high uncertainty avoidance. (5.7 and sub-question 4b)

The influence of culture within the European Parliament is clearer. (sub-question 4c) The appointed rapporteur was French. During the process, the rapporteur has expressed, more than once, the importance of learning two

languages. She feared that French would not have been chosen as the first language to be learned. This can be seen as an expression of a collectivist characteristic and of high uncertainty avoidance. Feminine characteristics are visible as well, because of the high number of women in the Committee on Culture, Youth, Education, Media and Sports.

Amendments made in relation to the Dutch cultural background. The Dutch having a low uncertainty avoidance, have been presented by the example of lengthening Erasmus Mundus (2004-2008), without bureaucratic interference. (5.8)

In the end, it has not been difficult to adjust the decisions of the Council and the European Parliament, since the Council agreed on the amendments of the European Parliament. (5.3 and sub-question 7)

Arriving at the core conclusion of this project and presenting the influence of language during and on the decision-making process. (sub-question 4a)

Language definitely plays a role during the decision-making process. Coming to that specific conclusion was not possible without looking to language theories (4.2.3) that helped understand regulation No.1 and Rule 138. Language planning is very complex and is influenced by lots of factors. The language theories have also shown that language, during the decision-making process, plays a latent role. A latent role, but a crucial role. (5.9 and 6.5) If language did not play a role, the DG Interpretation would have never been the largest interpretation service of the world and it is the DG that makes sure that language does not play an overt role. But again, language and culture are not to be seen as separate aspects, because the way delegates and members of the European Parliament communicate is related to their cultural background. (6.4)

French delegates are expressive and use lots of words. Dutch delegates express their points of view in a very brief way. The delegates of both member states find each others manners of communication rude. The French delegate might even miss the point of the Dutch delegate, because they are not used to the Dutch abruptness. The role of the interpreter here is to express the ideas of one delegate into the mother tongue of the other as if it was his own mother tongue and his own way of communicating. The interpreters make sure that language is not an issue anymore. (6.3)

But in 2003, when the request and pay system was introduced this changed. Nowadays, the delegates of the Council working groups have to request for interpretation and are fixed to a yearly budget. Delegates who believe that their level of English or French is sufficient enough will not always request for interpretation. For interpreters it is very hard, sometimes even impossible to construct a correct interpretation from the *Euroglobish* English. Consequently, misunderstandings occur, which means that meetings take much longer, or new meetings have to be arranged. And delegates will not speak as freely as they would do in their mother tongue. (6.5)

Eurojargon is used during the decision-making process, as well in spoken as in written language. All delegates and members of the European Parliament are familiar with this kind of language. *Eurojargon* facilitates the decision-making process, since all delegates know what is meant. (6.5)

The enlargement of May 2004 has even more shown that language is of influence on the co-decision-making process. (6.6) For several languages, like Maltese and Estonian, there are not enough interpreters and lots of meeting rooms do not have a sufficient number of interpretation booths. Because of a lack of interpreters, delegates of the new member states speak English. They speak much better English than French. That is why the shift towards English in the Council

Working Groups, during the process has increased. Even the French, who are always very strict on maintaining the French language, which is government policy, use English more and more (6.5). And again, that is not easy for the interpreters. It happens that the decision-making process is delayed or has to be postponed. At the Council of Ministers level, as well as on European Parliament level, interpretation has to be guaranteed for political reasons. Again, meetings can be postponed, because there are not enough interpreters or booths.

Then, looking at the final decision on Erasmus Mundus (2004-2008). Also for written language, the level of English has increased. 60% of the draft texts are written in English. During the decision-making process, delegates and members of the European Parliament work with one text, in one language. When a draft text is written in English, English influences can be seen in a text. This does not mean that a text contains the points of view of the United Kingdom. The decision on Erasmus Mundus (2004-2008) has been co-initiated by a French Minister and the rapporteur was also French. In the draft texts, French language influences could have been possible. Although, before the final decision is published in the Official Journal, the text is examined, in detail, by linguists and jurists.

7.4 Hypotheses

In chapter 4.4, four hypotheses have been drawn up. Answers were to be read in the chapter above. In order to give them a more structural character, the hypotheses will be deliberated again here in a briefly manner.

1. *Within the institutions, there is not enough consciousness for cultural and linguistic diversity.*

The consciousness on culture started late. Only in 1992, culture became part of European integration. Unfortunately, because of great importance as shown, it was a forgotten area. Nowadays the consciousness is present and people working within the European institutions are considerably aware of the presence of cultural diversity. The awareness is at such a level that it is shown as a unique aspect of the European Union.

Looking further to the level of consciousness of linguistic diversity, there is to say that this consciousness has been present for a very long time. Long before new countries join the European Union, the DG Interpretation is present in these specific countries to train new interpreters. Only in the case of Malta (6.2), operational efforts have not been made, but the consciousness was present.

2. *France has affected the European Union more in the policy field of education than the Netherlands.*

Analysing the decision on Erasmus Mundus (2004-2008) has shown a more visible role for France than for the Netherlands, because the decision was co-initiated by France and the rapporteur was of French origin. Looking at the cultural theories of Hofstede, big differences between the two member states have been shown. The biggest difference between France and the Netherlands have to be found in the power distance, France having a high power distance, the Netherlands a low power distance. The French share the belief that the government should lead the economy. By initiating the proposal on Erasmus Mundus (2004-2008), France has shown being the 'étatiste' member state, whereas the power in the Netherlands is more equally divided.

A big difference between the two member states is seen in the dimension femininity versus masculinity. France is a feminine country, with masculine characteristics. That is shown in their way of communicating. The French are known for their strong, impressive way of communicating. The Netherlands on the other hand handles in a briefer manner.

The final big difference lies in the level of uncertainty avoidance. France scores high; consequence of this high score lies in the formal structures and procedures in France. The Netherlands scores low, they try to avoid as many rules and regulations as possible.

Looking at both member states, it seems that France has a more explicit culture and than the Netherlands. Their role during the co-decision process has therefore been more visible. However, that does not mean that France affected the policy area more.

3. *The French language, as part of the French culture, has more influence on the decision-making process than the Dutch language, as part of the Dutch culture.*

At the establishment of the Coal and Steel Community, French was the most commonly used language. The draft texts were at this time deliberated in French. When new member states joined in 1973, the erosion towards the English language started. Around 2000, the draft texts were for 50% in French and for 50% in English. Nowadays, most texts are drafted in English.

There is to say that the French language played a bigger role and was therefore more of influence on the decision-making process.

Looking at the analysed decision Erasmus Mundus, the French language was more of influence in the European Parliament, due to the French rapporteur and the number of French members. The French, as well as the English language, have always played bigger roles than the Dutch language.

4. *Language does not have influence on the decision-making process.*

Only few words will be dedicated to this last hypothesis, since it has been deliberated already more detailed in the above chapter. A summary is given. Language certainly plays a role during the decision-making process and can therefore influence the process in both a positive as a negative way. Jargon simplifies the decision-making process, but the lack of interpreters and the language use of delegates delay the process and therefore the final signature of the decision.

7.5 Recommendations

After the conclusion and the hypotheses, some recommendations have been drawn up. These recommendations form an answer to sub-question 8.

According to the interpreters of the DG Interpretation, the current situation with 20 languages and 21 languages from 2007 is not the most ideal situation. However, another system than the current one is very hard to imagine. What can be done in order to make the system more efficient and to avoid language to influence the decision-making process in a negative manner?

For the French and the Dutch language there is always sufficient interpretation. But after the enlargement of 2004, the situation has changed. There is a lack of interpreters for the newly joined member states and their languages. In addition to that most meeting rooms lack capacity. What is very much required is to work on a 'what is really needed basis'. That means that in a meeting, during the decision-making process there is a, for example, Lithuanian Minister who speaks perfectly English. For political reasons (Regulation No. 1) there is interpretation for that person. Then at the same time, there is a meeting at Council Working Group level. The topic is extremely technical and experts from all over Europe have come to

Brussels to discuss that specific matter. Since the interpreter for Lithuania is working in another meeting, the Lithuanian expert has to present his point of view in English. The opinion of this expert is extremely important and therefore that person should be able to speak freely in his mother tongue and not in, for instance, English.

A second recommendation can be found in language improvement within the European institutions. In 2005, the European Commission has initiated a new framework strategy for multilingualism. This included that European citizens, besides their mother tongue should learn two other languages. In a certain manner this should be introduced in the European institutions as well. But learning a completely new language or even an artificial language is very hard. This takes a lot of time. And in the case an artificial language is chosen, European terminology and jargon should be changed as well. Even better is to stimulate language improvement of a language that is already spoken. For example improve the English or French language of delegates. By doing so, it is much easier for the interpreters to translate from English or French. And is the time limit of the co-decision procedure not at risk, because of misunderstandings.

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Appendix 1: Decision Erasmus Mundus (2004-2008)

Decision No 2317/2003/EC of the European Parliament and of the Council

of 5 December 2003

establishing a programme for the enhancement of quality in higher education and the promotion of intercultural understanding through cooperation with third countries (Erasmus Mundus) (2004 to 2008)

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular Article 149 thereof,

Having regard to the proposal from the Commission (1),

Having regard to the opinion of the European Economic and Social Committee (2),

Having regard to the opinion of the Committee of the Regions (3),

Acting in accordance with the procedure laid down in Article 251 of the Treaty (4),

Whereas:

- (1) The European Community should contribute to the development of quality education, inter alia, through cooperation with third countries.
- (2) The conclusions of the Lisbon European Council (23 and 24 March 2000) emphasised that if Europe is to meet the challenge of globalisation, Member States need to adapt their education and vocational training systems to the demands of the knowledge society.
- (3) The Stockholm European Council (23 and 24 March 2001) indicated that work on the follow-up to the objectives of education and training systems should be assessed in the context of a worldwide perspective. The Barcelona European Council (15 and 16 March 2002) confirmed that opening-up to the wider world is one of the three basic principles of the work programme for 2010 for education and training systems.
- (4) The European Ministers of Education, meeting in Bologna (19 June 1999), stated in their joint declaration that it is necessary to ensure that the European higher education system acquires a worldwide degree of attractiveness appropriate to Europe's major cultural and scientific achievements.
- (5) The European Ministers in charge of higher education meeting in Prague (19 May 2001) further emphasised, inter alia, the importance of enhancing the attractiveness of European higher education to students from Europe and other parts of the world.

(6) In its communication on reinforcing cooperation with third countries in the field of higher education, the Commission argued that greater internationalisation of higher education is necessary to respond to the challenges of the process of globalisation, identified overall objectives for a third-country cooperation strategy in this field and suggested concrete measures for achieving these objectives.

(7) The Council resolution of 14 February 2002 on the promotion of linguistic diversity and language learning in the framework of the implementation of the objectives of the European year of languages 2001 (5) underlines the need for the European Union to take into account the principle of linguistic diversity in its relations with third countries.

(8) The academic institutions in the European Union aim to increase the share of internationally mobile students. There is wide recognition of the great potential represented by the combined individual strengths of European higher education institutions, by their educational diversity and their wide experience in networking and in cooperation with third countries, which enable them to offer courses of great quality unique to Europe and allow the benefits of international mobility to be shared more widely within the Community and its partner countries.

(9) European higher education institutions must remain at the leading edge of developments. To this end they should encourage cooperation with third-country institutions that have achieved a level of development comparable to that of higher education institutions in the Community. Higher education must be understood as a whole, of which higher vocational training forms an integral part, taking account of specific pathways such as training courses for engineers or higher technicians.

(10) The aim of this programme is to contribute to improving the quality of higher education in Europe and at the same time to have an impact on the visibility and perception of the European Union around the world, as well as building a capital of goodwill among those who have participated in the programme.

(11) This programme provides for the establishment of an "Erasmus Mundus masters course" which will enable students to travel around Europe attending several different universities. This new European dimension to higher education should be taken into account in the review of existing programmes such as Socrates (Erasmus), in order to take adequate measures to promote access to this programme for European students.

(12) The Community action should be managed in a way that is transparent, user-friendly, open and comprehensible.

(13) In promoting international mobility, the Community should be mindful of the phenomenon commonly known as "the brain drain".

(14) There is a need to step up Community efforts to promote dialogue and understanding between cultures world-wide, bearing in mind the social dimension of higher education as well as the ideals of democracy and respect for human rights, including gender equality, especially as mobility fosters the discovery of new cultural and social environments and facilitates understanding thereof, and in so doing to ensure that no group of citizens or of third-country nationals is excluded or disadvantaged as mentioned in Article 21(1) of the Charter of Fundamental Rights of the European Union.

(15) In order to reinforce the added value of Community action it is necessary to ensure coherence and complementarity between the actions implemented in the framework of this Decision and other relevant Community policies, instruments and actions, in particular the sixth framework programme for research established by Decision No 1513/2002/EC (6) and external cooperation programmes in the higher education sector.

(16) The Agreement on the European Economic Area (EEA Agreement) provides for greater cooperation in the field of education, training and youth between the European Community and its Member States, on the one hand, and the countries of the European Free Trade Association participating in the European Economic Area (EEA-EFTA States), on the other; the conditions and the detailed rules for the participation of the above countries in this programme should be established in accordance with the relevant provisions of the EEA Agreement.

(17) The conditions and the detailed rules for the participation of the associated central and east European countries (CEECs) in this programme should be established in accordance with the provisions laid down in the European agreements, in their additional Protocols and in the decisions of the respective Association Councils. With regard to Cyprus, participation should be funded by additional appropriations in accordance with the procedures to be agreed with that country. With regard to Malta and Turkey, participation should be funded by additional appropriations in accordance with the provisions of the Treaty.

(18) This programme should be regularly monitored and evaluated in cooperation between the Commission and the Member States in order to allow for readjustments, particularly as regards the priorities for implementing the measures; the evaluation should include an external and independent evaluation.

(19) Since the objectives of the proposed action concerning the contribution of European cooperation to quality education cannot be sufficiently achieved by the Member States, *inter alia*, because of the need for multilateral partnerships and multilateral mobility and exchanges of information between the Community and third countries and can therefore be better achieved at Community level owing to the transnational dimension of Community actions and measures, the Community may adopt measures in accordance with the principle of subsidiarity as set out in Article 5 of the Treaty. In accordance with the principle of proportionality as set out in that Article, this Decision does not go beyond what is necessary in order to achieve those objectives.

(20) This Decision lays down for the entire duration of the programme a financial framework constituting the prime reference, within the meaning of point 33 of the Interinstitutional Agreement of 6 May 1999 between the European Parliament, the Council and the Commission on budgetary discipline and improvement of the budgetary procedure (7), for the budgetary authority during the annual budgetary procedure.

(21) The measures necessary for the implementation of this Decision should be adopted in accordance with Council Decision 1999/468/EC of 28 June 1999 laying down the procedures for the exercise of implementing powers conferred on the Commission (8),

HAVE DECIDED AS FOLLOWS:

Article 1

Establishment of the programme

1. This Decision establishes a programme - "Erasmus Mundus" (hereinafter "the programme") - for the enhancement of quality in higher education within the European Union and the promotion of intercultural understanding through cooperation with third countries.
2. The programme shall be implemented over a period starting on 1 January 2004 and ending on 31 December 2008.
3. The programme shall support and supplement action taken by and in the Member States while fully respecting their responsibility for the content of education and the organisation of education and training systems, and their cultural and linguistic diversity.

Article 2

Definitions

For the purpose of this Decision:

1. "higher education institution" means any institution which according to national legislation or practice offers qualifications or degrees at that level, whatever such establishments may be called;
2. "third-country graduate student" means a national of a third country other than those from EEA-EFTA States and candidate countries for accession to the European Union, who has already obtained a first higher education degree, who is not a resident of any of the Member States or the participating countries as provided for in Article 11, who has not carried out his or her main activity (studies, work, etc.) for more than a total of 12 months over the last five years in any of the Member States or the participating countries; and who has been accepted to register or is registered in an Erasmus Mundus Masters Course as described in the Annex;
3. "third-country scholar" means a national of a third country other than those from EEA-EFTA States and candidate countries for accession to the European Union, who is not a resident of any of the Member States or the participating countries as provided for in Article 11, who has not carried out his or her main activity (studies, work, etc.) for more than a total of 12 months over the last five years in any of the Member States or the participating countries, and who has outstanding academic and/or professional experience;
4. "graduate or postgraduate studies" means courses of higher education study that follow a first degree lasting a minimum of three years and lead to a second or further degree.

Article 3

Objectives of the programme

1. The programme's overall aim is to enhance the quality of European higher education by fostering cooperation with third countries in order to improve the development of human resources and to promote dialogue and understanding between peoples and cultures.
2. The programme's specific objectives are:

(a) to promote a quality offer in higher education with a distinct European added value, attractive both within the European Union and beyond its borders;

(b) to encourage and enable highly qualified graduates and scholars from all over the world, to obtain qualifications and/or experience in the European Union;

(c) to develop more structured cooperation between European Union and third-country institutions and greater European Union outgoing mobility as part of European study programmes;

(d) to improve accessibility and enhance the profile and visibility of higher education in the European Union.

3. The Commission shall, when pursuing the objectives of the programme, observe the Community's general policy on equal opportunities for men and women. The Commission shall also ensure that no group of citizens or third-country nationals is excluded or disadvantaged.

Article 4

Programme actions

1. The objectives of the programme as set out in Article 3 shall be pursued by means of the following actions:

(a) Erasmus Mundus masters courses selected on the basis of the quality of the proposed training and hosting of students;

(b) a scholarship scheme;

(c) partnerships with third-country higher education institutions;

(d) measures enhancing the attractiveness of Europe as an educational destination;

(e) technical support measures.

2. These actions shall be realised using the procedures described in the Annex, and through the following types of approaches, which may be combined where appropriate:

(a) support for the development of joint educational programmes and cooperation networks facilitating the exchange of experience and good practice;

(b) enhanced support for mobility, between the Community and third countries, of people in the field of higher education;

(c) promotion of language skills, preferably providing students with the possibility of learning at least two of the languages spoken in the countries in which the higher education institutions involved in the Erasmus Mundus masters course are situated, and promotion of the understanding of different cultures;

(d) support for pilot projects based on transnational partnerships designed to develop innovation and quality in higher education;

(e) support for the analysis and follow-up of trends in, and evolution of, higher education in an international perspective.

Article 5

Access to the programme

Under the conditions and arrangements for implementation specified in the Annex and bearing in mind the definitions in Article 2, the programme is aimed in particular at:

(a) higher education institutions;

(b) students having obtained a first degree awarded by a higher education institution;

(c) scholars or professionals who lecture or conduct research;

(d) staff directly involved in higher education;

(e) other public or private bodies active in the field of higher education which may take part only in actions 4 and 5 in the Annex.

Article 6

Implementation of the programme and cooperation with the Member States

1. The Commission shall:

(a) ensure the effective implementation of the Community actions covered by the programme in conformity with the Annex;

(b) take account of bilateral cooperation with third countries undertaken by Member States;

(c) consult the relevant associations and organisations in the field of higher education at European level and shall inform the Committee referred to in Article 8 of their opinions;

(d) seek synergies and develop joint actions with other Community programmes and actions in the field of higher education and research.

2. The Member States shall:

(a) take the necessary steps to ensure the efficient running of the programme at Member State level involving all the parties concerned in education in accordance with national practice including endeavours to adopt such measures as may be deemed appropriate to remove legal and administrative barriers;

(b) designate appropriate structures to cooperate closely with the Commission;

(c) encourage potential synergies with other Community programmes and possible similar national initiatives taken at Member State level.

3. The Commission, in cooperation with the Member States, shall ensure:

(a) appropriate information, publicity and follow-up with regard to actions supported by the programme;

(b) the dissemination of the results of the actions undertaken within the framework of the programme.

Article 7

Implementing measures

1. The following measures necessary for the implementation of this Decision shall be adopted in accordance with the management procedure referred to in Article 8(2):

(a) the annual plan of work, including priorities;

(b) the selection criteria and procedures, including the composition and internal rules of procedure of the selection board, and the results of selections for Action 1, with due regard to the provisions set out in the Annex;

(c) the general guidelines for implementing the programme;

(d) the annual budget, the breakdown of funds among the different actions of the programme and indicative grant amounts;

(e) the arrangements for monitoring and evaluating the programme and for the dissemination and transfer of results.

2. Proposals for decisions concerning the results of selections, except selections for Action 1, and all other measures necessary for the implementation of this Decision shall be adopted in accordance with the advisory procedure referred to in Article 8(3).

Article 8

Committee

1. The Commission shall be assisted by a Committee.

2. Where reference is made to this paragraph, Articles 4 and 7 of Decision 1999/468/EC shall apply, having regard to the provisions of Article 8 thereof.

The period laid down in Article 4(3) of Decision 1999/468/EC shall be set at two months.

3. Where reference is made to this paragraph, Articles 3 and 7 of Decision 1999/468/EC shall apply, having regard to the provisions of Article 8 thereof.

4. The Committee shall adopt its Rules of Procedure.

Article 9

Funding

1. The financial framework for the implementation of the programme for the period specified in Article 1 is hereby set at EUR 230 million. For the period following 31 December 2006, this amount shall be deemed to be confirmed if it is consistent for this phase with the financial perspectives in force for the period commencing in 2007.

2. The annual appropriations shall be authorised by the budgetary authority within the limits of the financial perspective.

Article 10

Consistency and complementarity

1. The Commission shall, in cooperation with the Member States, ensure overall consistency and complementarity with other relevant Community policies, instruments and actions, in particular with the sixth framework programme for research and with external cooperation programmes in the field of higher education.

2. The Commission shall keep the Committee referred to in Article 8(1) regularly informed about Community initiatives taken in relevant fields, ensure efficient linkage and, where appropriate, joint actions between the programme and the programmes and actions in the area of education undertaken within the framework of the Community's cooperation with third countries, including bilateral agreements, and the competent international organisations.

Article 11

Participation of EEA-EFTA States and candidate countries for accession to the European Union

The conditions and detailed rules on the participation of EEA-EFTA States and candidate countries for accession to the European Union in the programme shall be established in accordance with the relevant provisions of the instruments governing the relations between the European Community and these countries.

Article 12

Monitoring and evaluation

1. The Commission shall regularly monitor the programme in cooperation with the Member States. The results of the monitoring and evaluation process shall be utilised when implementing the programme.

This monitoring shall include the reports referred to in paragraph 3 and specific activities.

2. The programme shall be evaluated regularly by the Commission having regard to the objectives referred to in Article 3, the impact of the programme as a whole and the complementarity between action under the programme and that pursued under other relevant Community policies, instruments and actions.

3. The Commission shall submit to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions:

(a) on the accession of new Member States, a report on the financial repercussions of these accessions on the programme, followed, if appropriate, by proposals to deal with those repercussions. The European Parliament and the Council shall take a decision on such proposals as soon as possible;

(b) an interim evaluation report on the results achieved and on the qualitative aspects of the implementation of the programme by 30 June 2007;

(c) a communication on the continuation of the programme by 31 December 2007;

(d) an ex post evaluation report by 31 December 2009.

Article 13

Entry into force

This Decision shall enter into force on the 20th day following that of its publication in the Official Journal of the European Union.

Done at Brussels, 5 December 2003.

For the European Parliament

The President

P. Cox

For the Council

The President

P. Lunardi

(1) OJ C 331 E, 31.12.2002, p. 25.

(2) OJ C 95, 23.4.2003, p. 35.

(3) OJ C 244, 10.10.2003, p. 14.

(4) Opinion of the European Parliament of 8 April 2003 (not yet published in the Official Journal), Council Common Position of 16 June 2003 (OJ C 240 E, 7.10.2003, p. 1) and Position of the European Parliament of 21 October 2003 (not yet published in the Official Journal).

(5) OJ C 50, 23.2.2002, p. 1.

(6) Decision No 1513/2002/EC of the European Parliament and of the Council of 27 June 2002 concerning the sixth framework programme of the European Community for research, technological development and demonstration activities, contribution to the creation of the European Research Area and to innovation (2002 to 2006) (OJ L 232, 29.8.2002, p. 1).

(7) OJ C 172, 18.6.1999, p. 1; Agreement as amended by Decision 2003/429/EC of the European Parliament and of the Council (OJ L 147, 14.6.2003, p. 25).

(8) OJ L 184, 17.7.1999, p. 23.

ANNEX

COMMUNITY ACTIONS AND SELECTION PROCEDURES

ACTION 1: ERASMUS MUNDUS MASTERS COURSES

ACTION 2: SCHOLARSHIPS

ACTION 3: PARTNERSHIPS WITH THIRD-COUNTRY HIGHER EDUCATION INSTITUTIONS

ACTION 4: ENHANCING ATTRACTIVENESS

ACTION 5: TECHNICAL SUPPORT MEASURES

SELECTION PROCEDURES

ACTION 1: ERASMUS MUNDUS MASTERS COURSES

1. The Community will select European postgraduate courses which, for the purposes of the programme, will be called "Erasmus Mundus masters courses" and will be selected on the basis of the quality of the courses offered and hosting of students, as provided for under "Selection procedures" in this Annex.

2. For the purpose of the programme, Erasmus Mundus masters courses shall:

(a) involve a minimum of three higher education institutions from three different Member States;

- (b) implement a study programme which involves a period of study in at least two of the three institutions under point (a);
- (c) have built-in mechanisms for the recognition of periods of study undertaken in partner institutions based on, or compatible with, the European credit transfer system;
- (d) result in the awarding of joint, double or multiple degrees, recognised or accredited by the Member States, from the participating institutions;
- (e) reserve a minimum of places for, and host, third-country students who have been granted financial support under the programme;
- (f) establish transparent conditions for admissions which pay due regard, inter alia, to gender issues and equity issues;
- (g) agree to respect the rules applicable to the selection procedure of grantees (students and scholars);
- (h) put in place appropriate arrangements to facilitate access for, and hosting of, third-country students (information facilities, accommodation, etc.);
- (i) without prejudice to the language of instruction, provide for the use of at least two European languages spoken in the Member States where the higher education institutions involved in the Erasmus Mundus masters course are situated and, as appropriate, for language preparation and assistance for students, in particular by means of courses organised by the institutions in question.

3. Erasmus Mundus masters courses will be selected for a five-year period, subject to a lightweight annual renewal procedure based on progress reporting, which period could include a year's preparatory activities before the actual course begins to run. Balanced representation of different fields of study will be sought over the duration of the programme. The Community may provide financial support for Erasmus Mundus masters courses and funding would be subject to the annual renewal procedure.

ACTION 2: SCHOLARSHIPS

1. The Community will establish a single, global scholarship scheme targeted at the third-country graduate students and scholars.

(a) The Community may provide financial support to third-country students who have been admitted, through a competitive process, to Erasmus Mundus masters courses.

(b) The Community may provide financial support to third-country scholars visiting the Erasmus Mundus masters courses, with a view to carrying out teaching and research assignments and scholarly work in the institutions participating in Erasmus Mundus masters courses.

2. Scholarships will be open to third-country graduate students and scholars as defined in Article 2, without any precondition for participation other than the existence of relations between the European Union and the country of origin of the students and scholars in question.

3. The Commission shall take steps to ensure that no student or scholar receives financial support for the same purpose under more than one Community programme.

ACTION 3: PARTNERSHIPS WITH THIRD-COUNTRY HIGHER EDUCATION INSTITUTIONS

1. The Community may support structured relations between Erasmus Mundus masters courses and third-country higher education institutions. While having regard to the overarching criteria of quality, a varied geographical distribution among the third-country institutions participating in the programme should also be taken into consideration. Partnerships will provide the framework for outgoing mobility of European Union students and scholars involved in the Erasmus Mundus masters courses.

2. Partnerships will:

- involve an Erasmus Mundus masters course and at least one higher education institution from a third country,

- be supported for periods of up to three years,

- provide a framework for outgoing mobility for students enrolled in the Erasmus Mundus masters courses and the courses' teachers; eligible students and scholars must be citizens of the European Union or third-country nationals who had been legal residents in the European Union for at least three years (and for purposes other than study) before the start of the outgoing mobility,

- ensure recognition of study periods at the host (i.e., non-European) institution.

3. Partnership project activities may also include:

- teaching assignments at a partner institution supporting the project's curriculum development,

- exchanges of teachers, trainers, administrators, and other relevant specialists,

- development and dissemination of new methodologies in higher education, including the use of information and communication technologies, e-learning, and open and distance learning,

- development of cooperation schemes with third-country higher education institutions with a view to offering a course in the country in question.

ACTION 4: ENHANCING ATTRACTIVENESS

1. Through this action, the Community may support activities aimed at enhancing the profile and visibility of, and accessibility to, European education. The Community shall also support complementary activities that contribute to the objectives of the programme including activities dealing with the international dimension of quality assurance, credit recognition, recognition of European qualifications abroad and mutual recognition of qualifications with third countries, curriculum development and mobility.

2. Eligible institutions may include public or private organisations active in the field of higher education domestically or at international level. Activities shall be conducted within networks involving a minimum of three organisations from three different Member States and may involve organisations from third countries. Activities (which may include seminars, conferences, workshops, development of ICT tools, production of material for publication, etc.) may take place in the Member States or in third countries.

3. Promotional activities shall seek to establish links between higher education and research, and exploit whenever possible potential synergies.

4. Through this action the Community may support international thematic networks to deal with these issues.

5. The Community may support as appropriate pilot projects with third countries with a view to developing further cooperation in the field of higher education with the countries in question.

6. The Community shall support an alumni association of all students (third-country and Europeans) graduating from Erasmus Mundus masters courses.

ACTION 5: TECHNICAL SUPPORT MEASURES

In carrying out the programme, the Commission may have recourse to experts, to an executive agency, to existing competent agencies in Member States and, if necessary, to other forms of technical assistance, the financing of which may be provided from within the overall financial framework of the programme.

SELECTION PROCEDURES

The selection procedures will be laid down as provided for in Article 7(1). These procedures should respect the following provisions:

(a) the selection of proposals under action 1 and under action 3 shall be carried out by a selection board presided over by a person whom it elects, composed of personalities of high standing from the academic world who are representative of the diversity of higher education in the European Union. The selection board shall ensure that Erasmus Mundus masters courses and partnerships correspond to the highest academic quality;

(b) each Erasmus Mundus masters course will be allocated a specific number of grants under action 2. The selection of third-country students will be carried out by the institutions participating in the Erasmus Mundus masters courses. Selection procedures shall provide for a clearing mechanism at European level, in order to prevent serious imbalances across fields of study and students' and scholars' regions of provenance and Member State of destination;

(c) proposals under action 4 will be selected by the Commission;

(d) selection procedures shall involve consultation with the structures designated in accordance with Article 6(2)(b).

Appendix 2: List of respondents

- Mr. Ian Andersen, head of the unit Communication and Information of the DG Interpretation.
- Mr. Bob Aal, Policy Officer Institutional Affairs European Integration Department.
- Mr. Brian Woods, interpreter of the Interpretation Department III of the DG Interpretation.
Languages: Dutch, French, Irish and Italian.
Years of experience: 11
- Ms. Carolien Zandbergen, interpreter of the Interpretation Department IV.
Languages: English, Finnish and Spanish.
Years of experience: 13
- Mr. Harry Vander Borght, interpreter of the Interpretation Department IV of the DG Interpretation.
Languages: Danish, English, French, Italian, Portuguese, Spanish and Swedish.
Years of experience: 27
- Mr. Kunteel Barua, interpreter of the Interpretation Department III of the DG Interpretation.
Languages: French, Portuguese and Spanish.
Years of experience: 20

Appendix 3: Interview questions

Questions for interview with Ian Andersen. 17 May 2006.

Introduction

Introduce myself

1. What are your tasks within the DG Interpretation, how long have you been working here?

DG Interpretation

Questions of the work of Ian Andersen

2. What is your task in the DG Interpretation, how long have you been working here?

Questions about the DG Interpretation

3. How would you describe the role of the DG Interpretation in your own words?
4. Can you tell how the DG Interpretation works? Is it effective? How could it be more effective?
5. The goals of DG Interpretation, are they reachable?
6. How does DG Interpretation communicate with the institutions of the EU?
 - The European Commission
 - The European Parliament
 - The Council of Ministers
7. The DG Interpretation in numbers? The site only shows information on 2003?
8. What had to be done before the accession of the ten new member states in May 2004?
9. What has changed for the DG after the enlargement?
10. The costs of interpretation have risen after the enlargement, what is done to reduce these costs?
11. Interpreters are encouraged to learn new languages. How does this work and are they able to use that new learned language for interpretation?
12. Were the interpreters also encouraged to learn the central and eastern European languages? I read that the interest of these languages started to grow. That is hard to imagine. It takes a while to learn a language. Why CEE languages instead of Chinese or Spanish? These languages have a much broader range.
13. During a meeting an interpreter translates, what happens if something is not clear for the official? Example of Conference of Turkey.
14. Not every country uses the same words or expressions. How are these issues solved? Example of Pollitt: during a meeting first a 4 hour discussion about the word efficiency.
15. Is it difficult to find interpreters for every language? For example Maltese?

Diverse questions:

16. Could you tell something about the ICN (International Communication Network)? How do they work to accomplish better communication within the DGs?
17. What is the language spoken outside the official meetings? My guess would be English. What is the reaction of the French to the upcoming English? (Mostly spoken in the business world)

18. I read the article about multilingualism. Multilingualism is promoted in all the member states. What about multilingualism within the institutions.
19. Do you know what the general view of member states according to multilingualism within the institutions is? Do member states stick to the Treaty of Rome where more than 50 years ago has been established that every MS language is official or are they open for changes on this matter?
20. Promoting language learning and linguistic diversity. It is an action plan from 2004-2006
21. Is multilingualism also promoted so in the future not as many interpreters will be necessary? Which in the end is cost effective?
22. In the document about multilingualism I have seen that the official document is dressed up in English as well as in French? That is not very unambiguous.
23. Have the working languages changed after the enlargement? I can imagine that German is more commonly used.
24. Have the working languages changed after the enlargement. I could imagine that for example Poland is more German-oriented.
25. How do you think all the different languages and cultures of the Union affect the decision-making process of the various institutions?

Statements:

26. If a member state needs an interpreter, charge the member state itself for the costs involved.
27. React on: Irish will also become an official language in 2007.
28. React on: One European currency, (almost) one European constitution, 20 different languages.
29. Every European institution works according their own language policies, by doing so, they do not respect the principle of equality. (European Parliament: all the languages, European Commission: French and English, but official documents are translated in all the languages, Council of Minister: all the languages, COREPER: French and English and to a small degree German.
30. One artificial language, like Esperanto, would be more effective to work with.

Interview Bob Aal. 13 July 2006

Mr. Aal has, when I asked him for information on my project, indicated that he can provide me with information on two of the sub-questions. Sub-question 3, what are the language policies of the European Union and sub-question 4 about the role of the DG Interpretation and the DG Translation in the decision making process. The interview has been prepared in Dutch.

Introduction

1. Introduceren van mijzelf, het verloop van het interview, wat de taak is van dhr. Aal binnen het Nederlandse ministerie van buitenlandse zaken.

Over de language policies

2. Is verordening nr. 1 de enige taalverordening of heeft iedere institutie zijn eigen policy. Uitgaande van art.6 en 7 waar staat dat elke Europese institutie zelf de details op taalgebied mag invullen?

3. In art. 1 gaat het over officiële talen en werktalen. Zoals het hier wordt neergezet lijkt het alsof deze talen dezelfde strekking hebben, er wordt geen onderscheid gemaakt. In de praktijk is het onderscheid tussen officiële talen en werktalen wel zichtbaar. Graag uw reactie hierop.
4. In art. 4 gaat het over *stukken van algemene strekking*, welke stukken vallen hieronder, kunt u een voorbeeld geven?
5. Het Nederlands behoort tot de grootste van de kleinste talen en heeft ongeveer 20 miljoen gebruikers. Wordt het Nederlands wel gebruikt of zijn de Nederlandse europarlementariërs en Europese ambtenaren geneigd het meeste werk in het Engels te doen?
6. Zo ja, is dit een voordeel of een nadeel? Zou Nederland juist vast moeten blijven houden aan het Nederlands?
7. Door mevrouw De Graaff Nouta werd ooit gezegd (oktober 2001, zij was secretaris van Binnenlandse Zaken) dat de Nederlandse regering zich niet zal verzetten tegen een kleiner aantal werktalen. Waarom zou zij dit gezegd hebben en wordt er nog steeds hetzelfde over gedacht?
8. Is het Nederlands een uitstervende taal binnen de instellingen van de EU?
9. Is het voor de te nemen besluiten een voordeel dat Nederlanders zich goed redden in een buitenlandse taal? Waaraan is dit zichtbaar?

Over de organisatie van de DG Translation

10. Wat is het verschil tussen de units in Brussel en in Luxemburg?
11. Nederland heeft 2 acting personen in Directorate B en één advising. Wat betekent dit?
12. Voor Nederland zijn 3 business units, waarvan twee in Brussel en één in Luxemburg. Frankrijk en Duitsland hebben er 6, de rest van de lidstaten hebben er ook drie. Hoe zit dat?

Over de missie van de DG Translation

De missie van de DG Translation is het promoten van meertaligheid. De Commissie en haar services zijn de directe klanten van de DGT. Vanwege de meertaligheid is vertaling zo belangrijk. De DGT draagt bij aan de transparency van de EU. De DGT draagt tevens bij aan efficiency. Zonder de DGT zou een beslissing nooit geïmplementeerd kunnen worden.

13. De DG Translation zorgt voor de vertalingen van documenten van de Commissie en haar services. Hoe worden documenten vertaald afkomstig van het Europees Parlement?

De DG Translation in het besluitvormingsproces

14. Wanneer begint het werk voor de DG Translation?
15. Op welke manier oefenen zij invloed uit op de besluiten die genomen worden?
16. Vergt het veel extra tijd om documenten te vertalen in alle talen en vertragen zij hierdoor het besluitvormingsproces?
17. Wat is de rol van de DG Translation in de besluitvormingsprocessen?

De DG Interpretation in het besluitvormingsproces

Sinds mei 2006 is de naam DG Scic gewijzigd in DG Interpretation. De site is aangepast, hoewel de informatie nu alleen nog maar in het Engels beschikbaar is. De DG Interpretation komt ten behoeve van o.a. de Raad van Ministers en de Commissie. Het EP heeft haar eigen tolkdienst. Reacties.

18. Waarom zou het EP een eigen tolkendienst hebben?
19. Waar begint het werk voor de tolken?
20. Heeft een Nederlandse afgevaardigde vaak aan een tolk nodig te hebben?
Hoe gaat dit in zijn werk?
21. Kunnen tolken, en zo ja op welke manier, het besluitvormingsproces beïnvloeden?
22. Wat is de rol van de DG Interpretation op besluitvormingsprocessen?

Algemene vragen of tolken/vertalen

23. Ook al spreken Nederlanders hun woordje over de grens, is voor hen het nut van tolken en vertalers net zo groot als voor de andere lidstaten. Hiermee wordt niet bedoeld de officiële documenten zoals deze de bewoners van de lidstaten onder ogen komen.
24. Hoe denkt u dat taal invloed kan hebben op de besluiten die genomen worden?

Interview interpreters of the DG Interpretation. 4 October 2006 and 12 October 2006.

Introduction

1. Introduce myself, and explain the course of the interview.
2. Introduction of the interpreter. His/her nationality, how long they have been working as an interpreter, if it was always for the EU, what languages he/she is specialized in, why did you become an interpreter for this DG?

General questions on interpretation at the EU

3. Is there a difference between interpreting for the European institutions and for example another public, governmental organization?
4. When you became a 'general' interpreter, did you have to do a special training to familiarize to the EU jargon?
5. What is the average age for the interpreters of the European institutions?
6. Is an interpreter useful for every policy area?
7. Are there sufficient interpreters of the newly joined member states? Is there any difference between these interpreters and the established interpreters?
8. Why is there a separate interpretation (and translation) service for the European Parliament?
9. Is there any contact between an interpreter and a delegate?
10. Does an interpreter have to be aware of the subject that will be deliberated?
11. How do you interpret emotions?
12. Can you say that a final decision is more French or Dutch?
13. As an interpreter you know a lot, since you participate in many meetings plus the fact that without an interpreter it is not possible to communicate the way it is done now, a reaction.
14. Being an interpreter is a very busy job, how do you deal in the case of a loss of concentration?
15. How was the situation before the request-and-pay system?

Procedures within the interpretation service

16. What is the difference between an active language and a passive language?
17. A reduced regime means that interpretation is provided from less than the full number of official languages? In what kinds of situations, this regime is used?

18. The symmetric regime means that delegates can speak and listen to interpretation from the same languages. During what kinds of deliberations this kind of regime is used?

Questions related to the theory

19. Does the background/culture of an interpreter affect the way the interpreter works?
20. Does an interpreter have to adapt to the cultural background of a delegate?
21. Does a cultural background play any role in meetings or deliberations?
22. Does language play a role during meetings or deliberations (or does the interpreter works in a way that language does not play any role anymore)?
23. Does language has any influence on the final decision or the 'to be made' decision?
24. Is it possible during the formal meetings that interpreters in the way they communicate influence a delegate?
25. Is it possible that during an informal meeting an interpreter discusses the topic with a delegate?
26. What is the influence of language on the decision-making procedure within the European institutions?

To conclude

22. Is the current situation, with 20 official languages, the most ideal situation? What would you do different if you had to reform the language regime within the European institutions?
23. What do you think of an alternative, such as an artificial language?

Appendix 4: Summary in French

Résumé sur l'influence de la langue sur les processus de décision dans les institutions Européennes.

L'Union Européenne est unique, parce qu'elle a été fondée sur 'l'unité dans la diversité', ce qui veut dire que l'Union Européenne est une unité des États Membres qui montrent une diversité énorme en ce qui concerne, entre autre, des cultures et des langues.

En ce moment, l'Union Européenne compte 25 États Membres et 20 langues différentes (l'Allemand, l'Anglais, le Danois, l'Espagnol, l'Estonien, le Finnois, le Français, le Grec, le Hongrois, l'Italien, le Letton, le Lituanien, le Maltais, le Néerlandais, le Polonais, le Portugais, le Slovaque, le Slovène, le Suédois et le Tchèque). À partir de 2007, il y aura 21 langues, comme l'Irlandais sera ajouté. Tous ces cultures et langues doivent avoir une influence déterminée sur les processus de décision des institutions Européennes.

Toutes les 20 langues ont été admises comme langue officielle. Chaque État Membre indique une langue qui sera utilisée comme langue officielle.

CEE Conseil Règlement No.1 détermine le régime linguistique de la Communauté Economique Européenne. Ce règlement fixe que toutes les 20 langues sont les langues officielles et les langues de travail dans les institutions Européennes. Ce même règlement détermine de plus que, dans leurs règlements intérieurs, les institutions de l'Union Européenne ont le droit de fixer eux-mêmes les règles et les procédures du régime linguistique.

Au niveau du Conseil des Ministres et du Parlement Européen, toutes les 20 langues sont employées, parce que il est ici où résident les délégués des États Membres. Dans la Commission Européenne et le Coreper le Français, l'Anglais et l'Allemand forment la norme. La Cour de Justice détermine avant une session quelles langues seront employées, dépendant des parties concernés. Dans les groupes de travail du Conseil, la régime de langue diffère aussi. Une explication suivra.

Les langues devraient jouer un rôle latent pendant le processus de décision. Elles peuvent jouer ce rôle, à cause de la contribution des interprètes. La Direction Générale (DG) de l'interprétation possède le plus grand service de traduction du monde entier. La plupart de son travail vient au profit du Conseil des Ministres.

Pendant son existence, la DG a vécu tellement d'élargissements, dont la plus grand a eu lieu en mai 2004. Cela a eu pour conséquence de profonds changements pour son système intérieur. 10 États Membres ont adhéré, apportant 9 nouvelles langues.

Il était et il est toujours à l'ordre du jour, difficile de trouver assez d'interprètes pour chaque combinaison linguistique.

Au niveau des groupes de travail du Conseil, on a introduit le système 'request and pay'. Dès 2003, les délégués des États Membres dans les groupes de travail du Conseil doivent requérir de l'interprétation et sont limités à un budget de langues restreint. Par conséquent, cela veut dire qu'il peut manquer des interprètes pour certaines langues. Ne pas seulement parce que on n'a pas requis de l'interprétation, mais aussi à cause d'un manque de certains interprètes.

Au moment où un délégué ne peut pas employer sa langue maternelle, des difficultés s'élèvent pour les interprètes. Les interprètes peuvent éprouver des difficultés quand les délégués communiquent dans une langue, autre que sa langue maternelle, parce qu'il est difficile pour les interprètes à suivre et à comprendre ces délégués. Cela implique qu'il risque de se faire des méprises et des délais.

L'Anglais est la langue qui devient de plus en plus dominante et puis le plus commun dans les institutions Européennes. Cela se passe, parce que les délégués des

nouveaux États Membres savent mieux converser en Anglais qu'une autre langue étrangère.

À cause d'un manque d'interprètes pour certaines langues, par suite l'Anglais est employé plus fréquemment, dit 'Euroglobis'.

Même les Français suivent cette tendance. Mais en même temps c'est la politique gouvernementale qui leur ordonne de défendre la langue française. Encore ici, à cause de l'emploi de l'Anglais, ceci concerne des méprises et des délais.

Les textes projets écrits sont de plus en plus rédigés en Anglais. Au premier instant, un certain texte peut avoir des influences Anglaises. Cependant, les textes sont étudiés et corrigés par des linguistes et juristes avant la publication dans le Journal Officiel. Cette influence ne sera pas reconnue comme tel.

Prendre une décision commune est énormément délicat avec 25 états membres. Le rôle joué par culture et langue cause encore plus de désagréments.

Appendix 5: Summary in Dutch

De invloed van taal op de besluitvormingsprocessen binnen de Europese instellingen.

De Europese Unie is uniek, daar zij is gestoeld op 'eenheid in verscheidenheid'. De Europese Unie is een eenheid van lidstaten die een enorme verscheidenheid tonen aan culturen, gebruiken, geloven en talen.

Momenteel telt de Europese Unie 25 lidstaten en daarbijbehorend 20 talen (Duits, Deens, Engels, Ests, Fins, Frans, Grieks, Hongaars, Italiaans, Lets, Litouws, Maltees, Nederlands, Pools, Portugees, Sloveens, Slowaaks, Spaans, Tsjechisch en Zweeds). Vanaf januari 2007 zullen er zelfs 21 talen zijn. Het Iers zal dan ook worden toegevoegd. Al de talen en culturen van de lidstaten hebben een bepaalde impact op de besluitvormingsprocessen van de Europese instellingen.

Alle 20 talen zijn erkend als officiële talen. Iedere lidstaat geeft één taal op, welke gebruikt zal worden als officiële taal.

Verordening No.1 van de Raad van Ministers stelt de regeling van het taalgebruik in de Europese Economische Gemeenschap vast. Deze verordening stelt vast dat alle 20 talen de officiële- en de werktalen zijn binnen de Europese instellingen. Diezelfde verordening stelt ook dat de instellingen van de Europese Unie zelf invulling mogen geven aan hun regels en procedures, betrekking hebbend op taal, in specifieke gevallen.

Op het niveau van de Raad van Ministers en het Europees Parlement zijn alle 20 talen in gebruik, omdat hier de afgevaardigden van de lidstaten zetelen. Binnen de Europese Commissie en het Coreper zijn enkel het Frans, Engels en Duits in gebruik. Het Hof van Justitie bepaalt voorafgaand aan een zitting welke talen gebruikt zullen worden. Dit hangt af van de betrokken partijen. Binnen de Raadswerkgroepen is het taalgebruik anders geregeld. Een uitleg hierover volgt later.

Talen zouden een latente rol moeten spelen gedurende het besluitvormingsproces. Dit doen zij ook vanwege de bijdrage die de tolken van de Europese instellingen leveren. Het Directoraat Generaal (DG) Tolken heeft 's werelds grootste vertaaldienst en het merendeel van hun werk komt ten behoeve van de Raad van Ministers. Gedurende zijn bestaan heeft de DG Tolken vele uitbreidingen meegemaakt, maar de grootste schok voor hun interne organisatie kwam op het moment dat er 10 nieuwe lidstaten toetraden tot de Europese Unie in 2004 en welke 9 nieuwe talen met zich meebrachten.

Het was en is nog steeds lastig om voldoende tolken te vinden voor iedere taalcombinatie. Op het niveau van de Raadswerkgroepen is het 'request and pay' systeem ingevoerd. Afgevaardigden van de lidstaten binnen de Raadswerkgroepen moeten sinds 2003 vertolking aanvragen en zijn hierbij beperkt door een taalgebonden budget. Derhalve betekent dit dat er niet altijd vertolking voor iedere taal aanwezig is. Niet alleen, omdat er geen vertolking is aangevraagd, maar ook omdat er simpelweg een tekort is aan bepaalde tolken. Wanneer het voor een afgevaardigde niet mogelijk is om de moedertaal te spreken, ontstaan er moeilijkheden voor de tolken. De tolken kunnen, wanneer de afgevaardigden een andere taal dan hun moedertaal spreken moeilijkheden ondervinden, doordat ze het niet begrijpen of kunnen volgen. Gevolg voor het besluitvormingsproces is dat er misverstanden en vertragingen kunnen ontstaan.

Het Engels wordt steeds vaker gebruikt binnen de Europese instellingen. Dit komt onder meer, omdat afgevaardigden van de nieuwe lidstaten beter zijn in Engels

dan in een andere, voor hen vreemde, taal. Omdat er voor bepaalde talen een tekort is aan tolken, wordt er zodoende steeds meer Engels gesproken, zogenaamd Euroglobish. Zelfs de Fransen gaan mee in deze tendens, terwijl overheidsbeleid hen gebiedt de Franse taal zoveel mogelijk te verdedigen. Ook hier geldt dat deze tendens misvattingen en vertragingen kan veroorzaken.

Geschreven ontwerp teksten worden ook steeds vaker in het Engels opgesteld. In beginsel kan een bepaalde tekst Engelstalige invloeden hebben. Echter, doordat de tekst voordat deze in het Publicatieblad verschijnt, wordt gecorrigeerd door zowel linguïsten als juristen, is die bepaalde invloed niet als zodanig te herkennen.

Een gezamenlijk besluit nemen met 25 lidstaten is al onnoemelijk lastig. De rol die cultuur en taal speelt tijdens het besluitvormingsproces maakt het enkel nog gecompliceerder.