### ЭКСПЕРИМЕНТАЛЬНЫЕ И ПОЛЕВЫЕ ИССЛЕДОВАНИЯ

### EXPERIMENTAL AND FIELD RESEARCH

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### EMERGENCY LANGUAGE SERVICE AS A MEANS OF ENSURING THE RIGHTS OF A MULTILINGUAL COMMUNITY MEMBERS DURING CRISIS SITUATIONS

**UDC 81'272** 

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#### **Abstract**

language services Emergency encompass interpretation, and plain language communication during crises, including medical and disaster emergencies, to assist individuals with limited language proficiency in overcoming language barriers and preventing potentially life-threatening errors.

These services play a critical role in promoting equality, accessibility, and human rights for all community members, regardless of their linguistic background. The characteristics of emergency language services vary across countries, shaped by the unique linguistic, cultural, and social contexts of each nation. Understanding these variations is essential for developing effective policies and protocols that meet the needs of diverse populations.

This article aims to provide a comparative analysis of emergency language service approaches in multi-ethnic and multilingual countries such as the Russian Federation, the People's Republic of China, and the United States. Additionally, it evaluates the role of emergency language services as a subject of contemporary academic research, with particular attention to the COVID-19 pandemic outbreak in 2020, which accelerated the development of these services in both practical and theoretical dimensions.

Finally, the article explores future prospects for emergency language services, highlighting recent advancements in China's AIbased emergency language technologies and their potential for global application.

**KEYWORDS**: crisis communication, emergency language services, emergency management, language barriers, language situation, language policy

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### ЭКСТРЕННАЯ ЯЗЫКОВАЯ СЛУЖБА В МНОГОЯЗЫЧНЫХ СТРАНАХ

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### Аннотация

Экстренная языковая служба включает письменный и устный перевод, а также коммуникацию на простом языке во время кризисов, включая медицинские и чрезвычайные ситуации, с целью помочь людям с ограниченными языковыми навыками преодолеть языковой барьер и предотвратить потенциально опасные для жизни ошибки.

Эта служба играет ключевую роль в обеспечении равенства, доступности и защиты прав человека для всех общества, членов независимо ОТ их языкового происхождения. Конкретные особенности экстренных языковых услуг варьируются в разных странах и формируются уникальными лингвистическими. культурными и социальными контекстами каждой нации. Понимание этих различий необходимо для разработки эффективных политик И протоколов, отвечающих потребностям разнообразного населения.

Цель данной статьи – представить сравнительный анализ языковым экстренным многоэтнических и многоязычных странах, таких как Российская Федерация, Китайская Народная Республика и Соединённые Штаты Америки. Кроме того, статья оценивает роль экстренных языковых услуг как предмета современного академического исследования, с особым вниманием к вспышке пандемии COVID-19 в 2020 году, которая ускорила развитие этих услуг как в практическом, так и в теоретическом аспектах.

заключении статья рассматривает перспективы развития экстренных языковых услуг, выделяя недавние достижения Китая в области технологий искусственного интеллекта для экстренного перевода и их потенциал для глобального применения.

КЛЮЧЕВЫЕ СЛОВА: кризисная коммуникация, экстренная языковая служба, управление чрезвычайными ситуациями, языковой барьер, языковая ситуация, языковая политика

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### 1 | Introduction

Emergency language services provide crucial communication support during crises, including medical, disaster, and public emergencies. They involve providing translation, interpretation, and plain language data to ensure timely and accurate information is conveyed to and from people with limited official or common language proficiency (as in the case of Russian, English, Chinese in Russia, the USA and China respectively), or other language barriers. In fact, in emergency situations, special groups of the population, including the elderly, residents of remote regions, foreigners, migrants, etc., may become vulnerable. In this context, their vulnerability is determined linguistically, so the composition of such groups is determined based on the linguistic situation in the territory of a particular state, while the specific features of emergency language services are formed based on the country's language policy.

These services use a variety of methods, including human interpreters, language software, and simplified communication tools, to overcome language gaps and prevent potentially life-threatening errors. The key components of such services include communication support (translation and interpretation services for emergency and medical instructions), cross-cultural coordination, i.e. facilitating communication between responders and individuals with different cultural backgrounds. The situations when emergency language services are provided vary from disasters like earthquakes, floods, or other natural disasters, when crisis communication help coordinate rescue efforts, to public health crises with COVID-19 pandemic as a bright example, when large scale emergency language services required in translating medical instructions and coordinating healthcare. Apart from such extreme situations emergency language services, or in this case, just language services are used during international events like international conferences or sporting competitions to provide communication between representatives of different nationalities and cultures.

## 2| Emergency language service in multiethnic states

### 2.1 The case of the USA

A distinctive feature of the language situation in the United States is that, although English is the primary language spoken at home by most residents, many other languages are also spoken across the country. Additionally, the level of English proficiency among U.S. residents varies. According to the 5 year data (2017-2021) provided by U.S. Census Bureau, over 22% of the U.S. population aged five and older speak language other than English (there is also a forty-two group classification of

languages spoken at home provided annually by the American Community Survey<sup>20</sup>) at home [U.S. Census Bureau 2025]. Under these conditions, the issue of crisis communication within the framework of language management becomes relevant.

In the aftermath of the September 11, 2001 tragedy, the United States government implemented a new operational framework aimed at enhancing language and dialect proficiency. Consequently, in 2007, the Department of Defense initiated the National Language Service Corps (NLSC) affiliated with the Defense Language and National Security Education Office, the program was to create a pool of language professionals capable of supporting the nation's emergency language needs on a volunteer basis during both international and domestic crises and urgent situations. NLSC members thus have the opportunity and privilege to assist their language communities living in the USA and serve as mediators between the rescue team and their fellow citizens, which Yao Chunyu describes as "a win-win situation between the public and their government" [Yao, 2022:15]. Initially, the NLSC planned to maintain a pool of volunteers proficient in 10 languages (although their exact list is not specified, early documents of the program noted activities in the following languages: Arabic, Chinese, Russian, Farsi Dari, Indonesian, Thai, Japanese, Lithuanian, and Vietnamese). Today, it supports speakers of more than 540 languages and dialects with over 5000 language professionals' staff [NLSC website]. In terms of language policy NLSC mission fosters Department's strategic policy planning regarding foreign language, culture, and regional expertise making "great contributions to the construction of the national emergency language service system" [Yao, 2022:15].

Generally emergency language services in the USA include a combination of both government and private sector options, which offer 24/7 phone, video, and on-site interpretation for public safety, healthcare, and other critical situations. The government sector is represented by the above mentioned NLSC for federal agencies, the Federal Communications Commission (FCC) which offers multilingual emergency alert templates to support emergency officials in delivering warnings to communities that do not speak English during crises, the Federal Emergency Management Agency (FEMA) of the United States Department of Homeland Security which has a commitment to provide language access and information resources for survivors of disasters, including those with limited English language proficiency. Other sources of support include state and local public health departments that may provide language assistance, as for example the case of the Illinois Department of Public Health (IDPH), which offers language assistance services (primarily in Spanish with more

<sup>&</sup>lt;sup>20</sup> United States Census Bureau official website. About language use in U.S. population. Four and Forty-Two Group Classifications of Languages Spoken at Home with Examples <a href="https://www.census.gov/topics/population/language-use/about.html">https://www.census.gov/topics/population/language-use/about.html</a> Access date: 20.11.2025.

than 20 staff members fluent in it) for the effective communication between doctors and patients including oral interpretation by telephone or in person on its official website<sup>21</sup>. At the same time IDPH Language Access Complaint Form provided on their website is fully in English and requires certain English proficiency from those who fill out the form and thus reveals the weaknesses of this language service system. Private and non-profit services include *LanguageLine Solutions*, a major provider of language services, with 24/7 on-demand phone, video, and in-person interpretation, translation of written materials like evacuation instructions etc. for public safety, healthcare, and other sectors; *Effectiff* interpreting and language access services, including, in addition to the above, American Sign Language interpretation; *Respond Crisis Translation*, a non-profit organization that provides translation and interpretation services during crises, etc.

Emergency language services, including language management and crisis communication strategies—constitute an interdisciplinary domain within sociolinguistics. Despite their evident significance, emergency language services remain underrepresented in academic research, including within American sociolinguistics, and are discussed primarily on the websites of governmental or private translation agencies rather than in scholarly publications. Practice-based accounts from medical personnel or emergency responders are more often confined to commentaries or online forums than published in peer-reviewed journals (e.g. Saigal (2021) "Enough English" to be at risk', in the commentary section of "The Hospitalist").

Research on emergency language services has gained momentum only in the past decade, with the COVID-19 pandemic acting as a major catalyst for global scholarly interest. A bibliometric analysis of Web of Science core data (1988 - 2023) by Guo Xingrong et al. demonstrates a steady growth in publications, increasing from a single article in 1988 to 488 articles in 2023 [Guo et al., 2024: 4].

### 2.2 The case of China

Following the outbreak of the COVID-19 pandemic in 2020, scholars of language planning in China accelerated the development of emergency language services, advancing both practical initiatives and theoretical reflection. The pandemic catalyzed unprecedented measures in this field, shaped by the specific features of China's language situation.

The importance of providing linguistic support during emergencies such as the COVID-19 pandemic becomes evident when considering China's sociolinguistic realities. Despite the nationwide promotion of Standard Mandarin (Putonghua), many elderly individuals in their seventies,

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<sup>&</sup>lt;sup>21</sup> The Illinois Department of Public Health Language Assistance Services webpage <a href="https://dph.illinois.gov/about/language-assistance-services.html">https://dph.illinois.gov/about/language-assistance-services.html</a> Access date: 20.11.2025.

eighties, and older possess limited spoken proficiency, even though they may understand Mandarin aurally. Furthermore, patients with mild symptoms were accommodated in makeshift medical facilities established in stadiums and school dormitories, where heightened psychological stress frequently triggered emotional responses and a reversion to local dialects. In these contexts, dialect use functioned less as a means of information exchange and more as a tool for fostering familiarity and emotional reassurance among patients [Kaplunova, Li, 2024: 135].

This situation posed a serious challenge, particularly given that more than 40,000 doctors and nurses from across the country were deployed to Wuhan during the pandemic. As a result, the Shandong medical team stationed in Wuhan was compelled to compile its own manual in the Wuhan dialect (a variety of the Wu dialect group) due to difficulties in communicating with local patients.

With the support of the State Language Commission under the Ministry of Education of the People's Republic of China, leading scholars in Chinese sociolinguistics and language policy—Professor Li Yuming (Beijing Language and Culture University, Center for Innovation of Language Resources) and Professor Zhao Shiju (Wuhan University, National Institute of Chinese Language Matters and Social Development)—established the "Language Service Corps for Combating COVID." This initiative led to the formation of five functional groups: (1) a team responsible for text development and volunteer recruitment; (2) a team tasked with compiling a corpus of voice recordings and maintaining the WeChat platform; (3) a technical team overseeing video production and providing round-the-clock, dialect-based online support; (4) a content verification team; and (5) an outreach and reporting team.

Within the framework of this project, 156 lexical items and 75 standardized Mandarin sentences were selected and translated into nine dialects of Hubei Province, including the Wuhan dialect. In addition, a 24-hour dialect support service was launched, specialized webpages and an updated WeChat interface were deployed, a pocket reference guide was published, and short instructional videos on preventive measures were produced [Kaplunova, Li, 2024: 135].

Besides, within an exceptionally short timeframe, a series of products were developed: *the Hubei Dialect Guide for Combating the Pandemic, the Foreign Language Guide for Epidemic Prevention and Control*, and *the Guide in Simple Chinese for Epidemic Prevention and Control*, which constituted the first large-scale, organised, informative, and highly effective practice of emergency language service in contemporary China, holding significant importance in national development, disciplinary construction, and perhaps even the history of global emergency language service [Li et al., 2020].

Following the stabilization of the epidemic situation and the easing of lockdown measures, Beijing Language and Culture University developed a multilingual COVID-19 prevention and control guide (including Russian, English, German, French, Vietnamese, Korean, and Mongolian), based on official materials issued by the National Health Commission of China. Earlier in the outbreak, Beijing Language and Culture University, in collaboration with Peking University, produced a simplified Chinese communicative toolkit for foreign learners at approximately HSK-4 proficiency level, which was officially released by the Ministry of Education of China on March 12, 2020 [A Guide to the Prevention and Control of COVID-19 Epidemic in Foreign Languages—Protection Measures].

Emergency language services have received sustained attention within Chinese academic research base. As Wang Fei observes in his overview of Chinese sociolinguistic research, "while language policy and planning have evolved over the past thirty years, emergency language services only gained academic attention in the early twenty-first century" [Wang, 2023: 1956]. Notably, Chinese language-planning scholars articulated the concept of *emergency language* well before the COVID-19 pandemic. Li Yuming, the key figure in the Chinese language policy academic research, for example, addressed the notion as early as 2011, defining it as language required for disaster relief, counter-terrorism, peacekeeping, and other urgent contexts, and emphasizing its strategic importance. In 2015, Zhao Shiju further positioned emergency language services as a core component of governmental emergency response capacity and management, thereby consolidating its institutional status [Xiao & Zhang, 2022]. Moreover, emergency language services were incorporated into Chinese government development plans at an early stage. For instance, the "National Outline for the Medium-and Long-Term Reform and Development of Language and Script Affairs (2012-2020)" issued by the Ministry of Education and the State Language Commission in 2012 proposed:

"Establish national mechanisms for emergency language service and assistance. In accordance with national strategic requirements, formulate key language policies for dealing with international affairs and emergencies, and develop a national resource pool of multilingual personnel. <...> Promote the establishment of recruitment and reserve mechanisms for emergency and domain-specific language professionals and provide emergency language service under unexpected circumstances." [National Outline 2012].

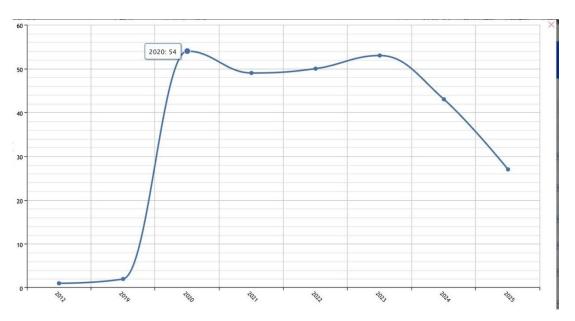
The "13th Five-Year Plan for the Development of National Language and Script Affairs", released in 2017, reiterated the need to accelerate the training of emergency language personnel with specialized domain knowledge, "to provide language service for major international events and disaster relief operations, thereby enhancing emergency language response and assistance capabilities" [13th Five-Year Plan 2017].

Following the outbreak of the COVID-19 pandemic in 2020, Chinese language-planning scholars rapidly advanced research on emergency language services. Studies addressed a wide range of issues—including international emergency language practices, terminology, language products and technologies, personnel training, and emergency discourse—contributing to the formation of a relatively systematic disciplinary framework and research paradigm [Xiao & Zhang, 2022].

During the 76-day lockdown in Wuhan, Chinese sociolinguists coordinated the special issue The Language Situation in China During the Fight Against COVID-19 and participated in an emergency research project jointly initiated by Beijing Language and Culture University and partner institutions, laying the groundwork for institutionalized emergency language services. The special issue examined key themes such as linguistic challenges in epidemic prevention and control, contributions of the linguistic community, foreign-language and sign-language services, government discourse aimed at mitigating public anxiety, and pandemic-related lexical innovation.

Bibliometric analysis of publications indexed in the China National Knowledge Infrastructure (CNKI) from 2012 to 2025 (see Fig. 1) reveals a parallel trend: a sharp increase during the COVID-19 period, followed by stabilization and a gradual decline in publication output.

Figure 1. Bibliometric analysis of publications on emergency language services indexed in CNKI (2012-2025)



### 2.3 The case of Russia

Russia's linguistic situation is likewise characterized by substantial diversity. While the majority of the population (91.3%, according to the 2020 All-Russian Population Census) speaks

Russian, enabling nationwide communication, the census also records 277 languages spoken across the country, including the state languages of the republics and other languages with official status. This diversity underscores the need to consider the linguistic rights of different language communities, particularly in crisis communication contexts.

In the Russian-speaking context, the term *emergency language services* initially referred not to crisis-related medical or humanitarian communication, but to urgent assistance with Russian orthography and punctuation. This interpretation is exemplified by the *Emergency Linguistic Assistance* program established in 2008 at Omsk State Pedagogical University, an international information and educational initiative that originally operated via telephone and ICQ before transitioning to online platforms.

In contemporary Russia, access to emergency language services is primarily provided through the unified emergency number 112, which connects callers to multilingual operators capable of dispatching appropriate emergency services. The 112 Language Support Service, established in 2019, was designed to handle emergency calls in foreign languages. By 2023, its operators provided assistance in more than 18 languages, including English, Spanish, German, and French, as well as languages of the CIS and several languages of the peoples of Russia, such as Tatar, Yakut, and Ossetian [Moscow City Services Complex]. Operators receive specialized training to recognize diverse accents and language-specific features, enabling effective support for non-Russian-speaking callers. However, these linguistic services remain largely concentrated in major urban centers, particularly Moscow, which functions as a hub for linguistic and cultural diversity.

Research on emergency language services within Russian academia remains at an early stage. Owing to divergent interpretations of the term emergency language services in Russian discourse—often associated with orthographic guidance and language "correctness"—systematic bibliometric analysis is currently difficult, as many publications address normative language issues rather than crisis communication. Research aligned with the understanding adopted in this article has emerged only in the past five years, largely in connection with advances in artificial intelligence. For instance, the application of large language model – based chat assistants is discussed in the 2024 textbook Information Technologies for Decision Support in Emergencies (Babenyshev, 2024), while the use of voice assistants for automating emergency calls is examined by Belkina et al. (2025).

# 3 | Recent Developments in China's Emergency Language Service: AI-empowered emergency language service

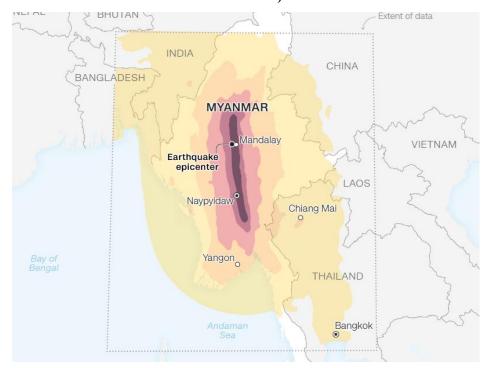
### The Chinese-Burmese-English translation system

With the successful commercial deployment of China's home-made large language models "Deepseek", language planning scholars in China have begun exploring the application of artificial intelligence technologies to emergency language service. The Chinese-Burmese-English translation system deployed and utilised during the Myanmar earthquake relief between March and April 2025 stands as a landmark case demonstrating the capabilities of providing *external* emergency language service.

On March 28 a 7.9-magnitude earthquake hit the Sagaing Region of Myanmar (See Fig.2), causing heavy casualties and property losses. Several Chinese rescue teams were swiftly dispatched. By 7:00 am on March 29, just 18 hours after the earthquake, a 37-member rescue and medical team had already arrived in Yangon, becoming the first international rescue team to reach Myanmar. Meanwhile, with the help of Chinese large language model "Deepseek", a Burmese-Chinese-English translation program had been developed within seven hours by a team lead by Beijing Language and Culture University, which was soon deployed to Chinese rescue teams in Myanmar via China's Ministry of Emergency Management, reaching over 700 on-site users by 29 March. The programme effectively assisted the Chinese rescue team in overcoming language barriers, enabling the effective execution of international rescue operations and was highly appreciated by the Chinese Ambassador to Myanmar [Secretariat for Scientific Research of the State Language Commission, 2025].

Figure 2.

# United States Geological Survey, Data as of March 29, 2025 at 2:45 a.m. Source: "March 28, 2025: Magnitude 7.7 earthquake in Myanmar", CNN (Access date: 20.11.2025).

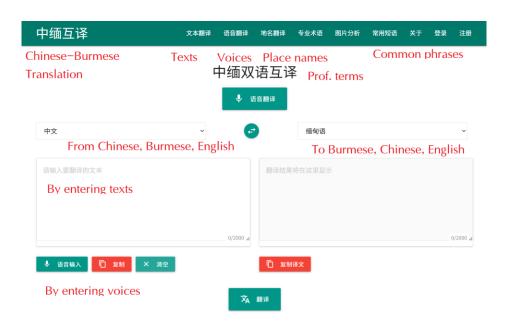


The translation system is a website (the address is <a href="https://miandianinfo.com/">https://miandianinfo.com/</a>) developed using the automated code generation tool Cursor (based on DeepSeek V3). Its frontend employs Material Design, JavaScript, and Ajax, while the backend utilises PHP and MySQL. through APIs (Application Programming Interface), it integrates services including the DeepSeek translation engine, Google Maps, iFlytek speech recognition, and SpeechGen TTS voice synthesis, forming the following four principal modules:

• A Burmese-Chinese-English translation in three directions, with the capability of voice recognizing, as shown in Fig.3;

Figure 3.

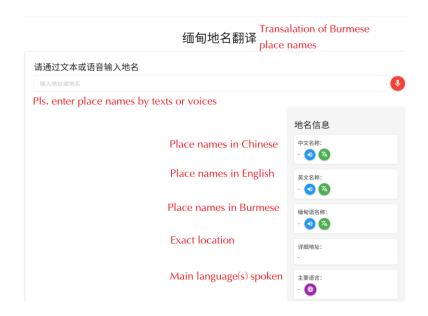
# Myanmar Chinese Translation <a href="https://miandianinfo.com/">https://miandianinfo.com/</a>: a Burmese-Chinese-English trilingual glossary



• An information system for Burmese place names, which can provide translation and geological information for Burmese place names helpful in the rescue operations, as shown in Fig.4;

Figure 4.

# Myanmar Chinese Translation <a href="https://miandianinfo.com/">https://miandianinfo.com/</a>: Burmese place names translation



•A trilingual glossary for technical terms in various domains, including professional technology, medical emergency, logistical support, safety control, search and rescue technology, rescue operations, process management, special scenarios, organizations, specific disasters in Myanmar, equipment and devices, and so on, as shown in Fig.4;

Figure 4.

Myanmar Chinese Translation <a href="https://miandianinfo.com/">https://miandianinfo.com/</a>:

a tri-lingual technical glossary



• A collection of common phrases in six categories, including coordination and guidance, basic communication, comfort and encouragement, gratitude and farewells, supply requests and information enquiries, as shown in Fig.6 (in the category of "supply requests").

Figure 6.

# Myanmar Chinese Translation <a href="https://miandianinfo.com/">https://miandianinfo.com/</a>: supply requests



On-site deployment during disaster relief operations has validated the reliability of China's domestically developed large language model "Deepseek". While Burmese is classified as a less common foreign language in China, with limited proficiency beyond border regions adjacent to Myanmar, Deepseek's translation engine can provide reasonably accurate Chinese and English translations for basic Burmese phrases, sufficient for disaster relief scenarios. Moreover, Deepseek can also enable rapid deployments of programming tools, making the establishment of a translation website feasible within a very short timeframe. All this will make AI-empowered emergency language service the new trend for future development.

### Construction of large-scale data for low-resource languages

The significance of linguistic data for artificial intelligence is self-evident. The greater the quantity and quality of linguistic data is, the higher the efficiency and quality of machine learning and machine translation will be. Less common languages such as Burmese are often categorised as low-resource languages in the field of Natural Language Processing (NLP). China is currently making efforts to construct large-scale datasets for such low-resource languages, particularly ethnic languages spoken in China, encompassing four primary tasks [Fan & Mu, 2023]:

### • establishing large-scale wordsets

A wordset with 16,000 entries represents the minimum threshold currently employed by neural machine translation systems. From the perspective of NLP and lexicometrics, at least 30,000 entries should be included in constructing large-scale wordsets for low-resource languages, with conventional sizes reaching 50,000 to 60,000 entries. Among the pressing challenges is the need to generate large volumes of vocabulary representing contemporary knowledge.

### • establishing large-scale knowledge repositories

Knowledge repositories assist computers in understanding natural language and performing reasoning. They should encompass two aspects: linguistic ontology knowledge such as lexical, syntactic and semantic information, and social and environmental knowledge covering production and daily life, social relations, natural environments, and folk culture. As one of the fundamental datasets, a knowledge repository should typically contain over 10,000 entries.

### • establishing large-scale sentence sets

High-quality machine translation systems use millions of sentences for training. Although certain algorithms can moderately reduce the size of sentence sets for low-resource languages, 30,000 to 40,000 sentences remain a basic requirement, with 80,000 or 100,000 sentences being more ideal.

### • digitising the corpora

Digitising corpora involves converting collected and transcribed audio and textual materials into structured data with fixed formats and standardised tags or markings to enable direct processing by computers. Due to differences in written scripts, optical character recognition rates for many low-resource ethnic languages in China remain low, requiring extensive manual proofreading.

In January 2025, a joint initiative entitled "Guidelines on Strengthening Digital Chinese Development and Promoting the Informatisation of Language and Script" was issued by China's Ministry of Education, the State Language Commission, and the Central Office for Cyberspace Affairs. It explicitly sets targets that by 2027, the National Language and Script Big Data Centre shall be substantially established, with preliminary completion of the National Key Corpora and the National Resource and Information Repository for Strategic Languages. These projects are expected to continue fostering the development of China's emergency language service towards greater digitalisation and intelligence.

### 4 | Conclusion

Thus, an emergency language service is a kind of response to the needs of the language community. On the other hand, the active development of such a service is possible and necessary

only under certain conditions, such as the emergence of a multilingual language environment. In any case, in a metropolitan environment, such services are always relevant and should be part of emergency management and language policy aimed at realizing citizens' rights to use their mother tongue, which is especially important during a crisis communication. In this sense, successful global experience, particularly that of China, which has developed rapidly in recent years amid the advancement of AI, is an important resource for all multiethnic countries and places of tourist attractions. At the same time, recent publication trends indicate growing attention to emergency language services within the American scholarly community. Nevertheless, the topic remains peripheral to mainstream research and is often confined to commentary sections of medical journals. In Russian academic discourse, this field is only beginning to emerge, appearing sporadically in studies related to artificial intelligence. In contrast, practical implementation has already advanced, with emergency language services incorporated into contemporary language policy both in Russia and the USA. Furthermore, the next step in the development of this sector will be pre-emergency planning and application scenarios, which will ultimately help alleviate many problems associated with the language barrier in multilinguistic communities.

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