Verbal and Non-Verbal Markers of Root Modality in EU Maritime Affairs and Fisheries vs. Agriculture and Rural Development Reports and Studies: An Overview

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Abstract

This paper examines different options used by writers in reports and studies to control information from two departments of the European Commission: EU Maritime Affairs and Fisheries and Agriculture and Rural Development, using the web as corpus. These two Directorates or Commissions have the power of initiative, are responsible for policy formulation and policy implementation. Two comparable sub-corpora of reports and studies have been selected from the two Directorates.

Fifteen markers related to key areas of root modal expression are presented: modal-evaluative adjectives like *essential, necessary, suitable and appropriate* (Van linden 2012); the semi- modals (e.g. *have to, be able to, be supposed to, need to*) (Leech *et al.* 2009); the emerging modal *want to* (Verplaetse 2010) and expressions with comparative adverbs (e.g. *had better, would rather*) (van der Auwera *et al.* 2013).

The study of these markers reveals that shared norms and action in these two EU areas are constantly collectively established. Root modals are one of the rhetorical strategies of legitimization and persuasion used in EU's political discourse by the different parties involved.

Keywords: root modality, institutional discourse, root modal adjectives and adverbs, deontic modal verbs

1 Introduction: Root Modals and Expert Writer's Stance

Root modality covers 'both deontic and dynamic values' (Coates 1983; Sweetser 1982, 1990). In other words, it is about the non-epistemic sense of modals, which deals

'with obligation, permission, ability etc.' that refer to 'powers of volition' and make a representation that the world has to match. Pragmatic values of root modals may include commissives (i.e. promises and threats), directives (requests, commands, instructions) and volatives (desires, wishes, fears). These speech acts are not the focus of this study, which deals with semantic values of root modal adjectives, adverbs and verbs.[1]

Root modals are used to manifest expert writer's stance. Hyland (2005, 2009) explains that stance involves positioning, or adopting a point of view (in this case about fishing, maritime affairs, agriculture and rural development issues) in relation to both the issues discussed in the text and to others who hold similar or different points of view. Report writers express their "judgments, feelings or viewpoint about something" (Hyland 2005, 174) and relate to the EU common value system and they are influenced by different epistemological assumptions and permissible criteria of justification common to the EU institutional contexts. Stance allows report writers to present themselves as fully committed in Fisheries and Agricultural arguments.

2 Aim, Method and Research Issues

The aim of this article is to explore how root modality is expressed in the reports and studies of two Directorates of the European Commission, namely Fisheries & Maritime affairs and Agriculture and Rural Development (http://ec.europa.eu, http://ec.europa.eu/agriculture/index_es.htm) from a quantitative and qualitative point of view, obtaining the quantitative results with its search engine: http://ec.europa.eu/geninfo/query/index. An electronic search was carried out to ensure that all the root items could be identified. The examples found in texts were then analysed and classified according to the dimensions identified below. The data were submitted to further analysis for quantitative results. I have concentrated on a restricted number of root markers, bearing in mind that there could be other adjectives (*proper, needful, vital*), adverbs (*properly*) and verbs expressing root meanings (*will, can*) , although with apparently lower occurrence (below 100 tokens

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[1] For the reader interested in speech acts, Molina's paper (2014) has some results about the use of directives and commissives in EU Fisheries. Generally speaking, *directive verbs* are clearly addressee-oriented and they state duties and obligations for the EU Fisheries stakeholders. The EU desires certain state of affairs to come true and uses different degrees of imposition to achieve its goals. Writers do not use direct performatives and prefer indirect performatives instead for solving problems (Searle 1975, 344–350). According to Leech (1983, 36–40), the use of this intentional indirectness reflects politeness considerations. The profuse use of *request* outnumbering by far the rest of directives reflects that writers show a clear preference to convey a middle imposition and the addressor (the EU) desires that the addressees do the intended propositions.

The most noticeable feature of the verb *promise* in the corpus is that there is an overall preference for using it in declarative sentences. Another relevant feature is the overuse of the adjective *promising* in the sense of 'give grounds for expectations', found in 75 examples.

in each sub-corpus). The majority of items were selected following previous studies on root modality.

All the examples considered come from reports in two important EU Directorates or Commissions. The first Commission belongs to the Directorate-General for Maritime Affairs and Fisheries, which manages two policy areas: integrated maritime policy and common fisheries policy. The second manages the EU's common agricultural policy. This article explores the uses of adjectives, adverbs and semi-modals as rhetorical devices that EU Institutional reports use to control EU Fishing and give relevance to their plans. These results are then compared to those reports and studies found in the EU Directorate Agriculture and Rural Development to ascertain if there are genre differences in these two types of institutional discourse, two different "ways of acting" (Fairclough 2000).

The hypothesis is that there are genre specific features due to internal dynamics of each Directorate. Genre is understood here as 'operationalised discourses and styles' (Fairclough 2000). They would show different preferences in the choice and frequency of root markers, reflecting different stance styles.

The most frequent 14 root markers found in these sources (130 reports and studies from Maritime Affairs and Fisheries and 142 from Agriculture and Rural Affairs) were selected for the quantitative search. The pragmatic purposes of these interpersonal mechanisms within their contexts of use will be outlined in the qualitative analysis to explore the social norms used in reports by EU *Fisheries* and *Agriculture* Directorates.

The article addresses the following issues:

   a) The identification of the most common markers for the expression of root modality.
   b) What these features show about speaker stance.

The analysis of these reports and studies was an iterative process of dialogue between the data and theory, in which the preliminary ideas and interpretations are challenged and revisited. The process started by getting familiar with the data and noting down issues or aspects that catch attention about how to control things in the texts, both in terms of themes as well as single expressions or root markers. The analysis continued through close reading of the texts, paying particular attention to the vocabulary, structure, and arguments used. The observations were then analyzed in relation to the research issues afore-mentioned. The data was not examined is isolation, but all observations and emerging interpretations were contrasted with theoretical literature about modality and findings from prior research.

Prior to the analysis of these root markers, the context of production of EU Fisheries and Agriculture reports is briefly discussed. I argue that the way writers present their topics, stake their claims represent careful negotiations and considerations of EU stakeholders. The analysis of root modals can be understood only from the perspective of the social context of production rather than a single writer. They show the traces of social interaction with other EU stakeholders engaged in common pursuit in Agriculture and Fishing issues.

3 Features of EU Discourse

For reasons of space, I briefly sketch some of the features of EU political discourse that permeate different institutional documents. I pay attention to three distinctive features: its complexity, discursive trends and interdiscursivity (points 3.1 to 3.3).

3.1 The discourse of the EU is complex, dynamic and fluid, in the sense that is constantly developing (Bhatia 2002, 8). This complexity is reflected in the presence of "multiple viewpoints". Elements from the micro-linguistic description contribute to the polyphony of discourses. This study focuses in one of them, root modality.

3.2 The social and political context that impinges in Agriculture and Fishing discourse shows that there are two major discursive trends that dominate the official documents in EU Discourse. They can be labeled as the *discourse of integration* (Hogan-Brun, Mar-Molinero and Stevenson 2009) and the *discourse of liberalization*. The first stresses the mutual benefits for EU countries belonging to the EU and highlights their mutual interdependence, encouraging them to overcome conflicting situations and look for long-term jointly beneficial solutions. Key terms here are *Community, Integration, Cooperation, Partnership, Interdependence*. Liberalization discourse highlights the importance of common efforts for transparency and effective functioning of the shared EU economic activities. It is a discourse of applied usefulness, of social utility (Gibbons *et al.* 1994). Key terms in this second trend are *market access, market reforms, and market rules, liberalization and investments, transparency and effectiveness*. These high-status words used in official documents from the European Government included in reports provide a good perspective for understanding the European Union and also control over the physical environment through science and technology. This control – carried out by institutional discourse in general and linguistic means in particular-enhances economic development and therefore lies at the heart of power in Europe.

3.3 From a genre perspective, it is also my contention that the areas the EU Fisheries website is divided into different areas of interest for stakeholders (contract and funding, documentation, events, general information, policy, public consultation, reports and

studies) which interact and inform one another: for example, certain features of the economic or legal 'orders of discourse'—that is, the implicit or explicit relations that a discourse has to other discourses—inform many texts dealing with maritime affairs issues. These orders of discourse are the resources available for representing reality. They are fluid and point to the fact that EU discourses are aspects of a social world which comprises other discourses, what Fairclough (1992) calls *intertextuality* or *interdiscursivity.* Similarly, there is a pervasive influence of the two afore-mentioned orders of discourse in the Agriculture Directorate texts. Writers create coherent reports borrowing meanings available from economy and legal discourses.

Focusing on the linguistic analysis of these two websites, an overview of the distribution of root modals in the two Directorates analyzed illustrates that they share some features in construing their speech events. Both show an overall preference for using modal evaluative adjectives and adverbs over verbal markers (10,398 adjective and adverb tokens in Agriculture and 3,685 in Maritime Affairs; 6,894 verbal tokens in Agriculture and 2,632 in Maritime Affairs), pointing at genre differences (Carretero 2002).

This initial pool of data was reduced into a more manageable size. Two specific types of genre or text types were analyzed in each website: reports and studies. These contain many tokens of root modality. The general flow of discourse of this type is binding, obligatory, assertive, and strong. Reports and studies help to design and implement EU Fishing and Agriculture policies in Europe, both on the EU and country level by giving technical and scientific evidence. The report length varied from a little over twenty to almost two hundred pages, altogether adding up to several hundred pages of text. The texts contained interesting statements, accounts of fishing and agricultural activities and scientific evidence backing up current norms and future regulations. I was interested in how EU experts gave meaning to the discourses of integration and liberalization and translate them into meaningful and useful conceptions for the functioning of the EU policies in these two key economic areas. Upon reflection from reading the reports and studies and further reading of academic literature on root modality, interpretations began to emerge.

4 Analysis and Results

The distribution of these adjectives and adverbs in the two sub-corpora (9. 137 129 words in Maritime Affairs and Fisheries and 9.840 082 words in Agriculture and Rural Affairs) gives us insights of the interactive processes of meaning making, understanding meaning as an interplay between producers (EU writers) and receivers (EU citizens) taking into account both the institutional position, interests, values, intentions and desires of producers and the institutional positions, knowledge, purposes and values of receivers.

After this brief commentary on the similarities, some examples of modal evaluative adjectives and adverbs will be analyzed from a semantic and pragmatic point of view. First, evaluative adjectives and adverbs in section 4.1 and verbal forms in section 4.2.

4.1 Evaluative Adjectives and Adverbs. Results and Discussion

Evaluation, also commonly known as "stance" (Biber *et al.* 1999) and "appraisal" (Martin 2000), is a very complex phenomenon. Evaluation performs three basic functions according to Hunston & Thompson (2000, 6):

a) to express the speaker's or writer's opinion, and in doing so to reflect the value system of that person or that community;
b) to construct and maintain relations between the speaker or writer and hearer or reader;
c) to organize the discourse.

These functions are reflected in both EU genres in adjectives and adverbs. According to Biber *et al*. (1999, 974), these stance markers report personal attitudes or feelings. Some of these stance forms are clearly attitudinal while others mark personal feelings or emotions. Examples of the former are verb+ extraposed complement clause (*it is essential that*, *it is critical, it's important*, etc.). The latter category is the favorite means used by EU writers to express their attitudes towards unfolding issues in EU fisheries and agriculture.

The comparison of reports and studies in the two directorates of equal importance in the EU renders significant quantitative differences as shown in graph1 below. Maritime
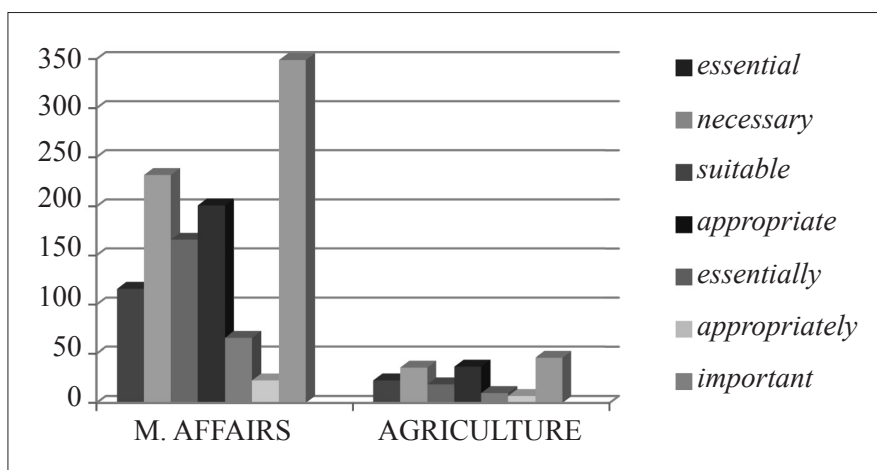
Graph 1. Root adjectives and adverbs. Raw tokens

affairs reports have 1,153 raw root modality tokens whereas Agriculture and Rural Development has a significantly lower figure, 178 tokens. The overall figure is 1,331 tokens in the two directorates at the moment of writing (October 2015).

Table 1 shows the data in detail with normalized frequencies. The log-likelihood calculation clearly points out that Maritime Affairs reports overuse root adjectives and adverbs relative to Agriculture and Rural Affairs reports and studies.

Generally speaking, Maritime affairs writers show a clear preference for using more evaluative adjectives and adverbs than Agriculture. The most usual evaluative adjectives are *important, necessary, appropriate* and *suitable* in the Maritime Affairs reports and studies sub-genre and *important, appropriate, necessary,* and *essential* in Agriculture. *Essentially* is the most popular adverb in the two genres, followed by *appropriately.*

	M. AFFAIRS	*AGRI-CULTURE*		*M. AFFAIRS*	*AGRI-CULTURE*
essential	12,69	2,33	*appropriate*	21,99	3,76
important	38,19	4,67	*essentially*	7,22	1,01
necessary	25,39	3,65	*appropriately*	3.93	0,71
suitable	18,16	1,93			

Table 1. Adjectives and Adverbs. Normalized frequencies per million words

The finding that fishing reports contains far more adjectives and adverbs is partly a function of their greater need to elaborate a shared context in Maritime Affairs practices. They establish a common perspective on the reliability of the claims EU experts in Fishing and Maritime Affairs reports.

These adjectives and adverbs are used to evaluate and adopt stances, and to create solidarity and affiliation with EU citizens when transmitting knowledge and policies. These few random examples with adjectives give some flavour of this:

4.1.1 *important*

It is one of the most common in speech, according to Swales and Burke (2003) and it is also a favourite in both EU genres. Two constructions are found (*it is important+ to* and *it is important that*) and the former is far more frequent than the latter (108 and 20 tokens in Fisheries). A similar phenomenon happens in Agriculture (15 and 3 tokens respectively). They introduce the evaluative comments sentence-initially in these two examples of integration discourse:

(1)   *Although it is **important to** maximise catches, there must be limits* (http://ec.europa.
      eu/fisheries/cfp/index_en.htm)

(2)   *It will be **important that** they also take account of the Atlantic Action Plan.* (http://
      ec.europa.eu/maritimeaffairs/policy/sea_basins/atlantic_ocean)

4.1.2 *necessary*

It is the adjective with the highest modal strength. It is related to what is needed for a purpose or a reason that must exist or happen and cannot be avoided. There are instances of nominal scope such as the collocation "necessary measure" (11 raw tokens) with a subjective interpretation as in example (3a) below, where *necessary measures* allow for infinite interpretations of what is good for the environment:

(3a)   (…) *Purpose of the MSFD is to establish a framework within which MS shall take the **necessary measures** to achieve or maintain good environmental status (GES) in the marine environment by the year 2020 at the latest.* (http://rod.eionet.europa.
      eu/instruments/631)

The use of this construction with propositional scope is scarce (4 tokens) in the Maritime sub-genre as in example (3b) below and it is only used once in Agriculture and Rural Development reports:

(3b)   ***It is necessary that*** *interaction between all sectors is duly coordinated and optimised in order to attain the highest possible revenues in a way that all sectors can benefit.* (http://ec.europa.eu/fisheries/documentation/studies/regional_social_
      economic_impacts/peniche_en.pdf)

4.1.3 *essential* is another adjective with high modal strength with 10 tokens in the Maritime sub-genre. Two constructions are frequent:

a) *it is essential* + *that* the pronominal *it* appears in initial/subject position, followed by the copula *be*. The use of *essential* functions to regulate the interpersonal function, by commanding stakeholders to be involved in the formulation of regulations in example (4), another instance of integration discourse:

(4)   ***It is essential that*** *stakeholders are fully involved in the formulation of regulations*.   (http://ec.europa.eu/dgs/maritimeaffairs_fisheries/consultations/
      control/contributions/17_nwwrac_en.pdf

It is interesting to note that there are also a few nominal scope uses of *essential* in both sub-genres and it also frequently co-occurs with other evaluative adjectives, adding extra

emphasis. Example (5) shows several evaluative adjectives in bold type reinforcing the integration discourse about the formulation of regulations in the Maritime sector:

(5)   (…) *is deemed to be an* **essential** *requirement. A process of testing the workability or practicality of rules prior to their adoption should be developed. 4 It is* **essential** *that stakeholders are fully involved in the formulation of regulations. Regulations must be proportionate to the objective; they must be workable and enforceable. It is* **important** *that rationalisation or consolidation of* (…) (http://ec.europa.eu/dgs/maritimeaffairs_fisheries/consultations/control/ contributions/17_nwwrac_en.pdf)

b) *it is essential* + *to*. This construction also conveys the writers' evaluation in a rhetorically effective way (cf. Huddleston and Pullum 2002; Biber *et al.* 1999). The event, pressures in the maritime sector, is seen from a perspective detached from those involved in the maritime activities. The adjective *essential* imposes obligation on EU maritime stakeholders, directing them how to deal with this problem:

(6)   (…) *activities for a wide range of coastal regions in the EU, and* **it is essential to** *address pressures the sector is facing.* (http://ec.europa.eu/maritimeaffairs/ documentation/studies/documents/study-maritime-and-coastal-tourism_ en.pdf)

4.1.4 *appropriate*

Writers seem to favour nominal scope constructions with collocations such as "appropriate implementation", "appropriate measures" in both corpora. See example (7a) below from Fisheries:

(7a)   *CPCs that currently do not require fins and carcasses to be offloaded together at the point of first landing shall take the necessary measures to ensure compliance with the 5% ratio through certification, monitoring by an observer, or other* **appropriate measures** (http://ec.europa.eu/fisheries/documentation/studies/ sharks/scientific-advice-sharks_en.pdf)

The propositional scope construction *it is appropriate that* introduces a paragraph that is thematically marked. It is found very sparsely in both subgenres and it is connected to processing ease, as suggested by Huddleston (1984, 465). The use of *believe*, a *verbum sentiendi,* is a characteristic trait of discourse written with an internal point of view of positive shading. The use of these linguistic patterns adds to the discourse of environmental concerns about feed materials in example (7) a positive and powerful

connotation, reinforced by the evaluative adjectives *essential, suitable* (underlined in the example):

(7b)   *welfare or environmental concerns may legitimately be taken into account on a case-by-case basis. For these reasons, we believe that **it is appropriate that** responsibility for authorisation of feed materials should rest with the Commission. 10.1.3 Management and organisation of the list. It is <u>essential</u> that a <u>suitable</u> management structure be established to compile the initial list. In the USA, management* (http://ec.europa.eu/food/food/controls/resources/afs06_en.pdf)

Another area for fruitful research is that adverbs are used as premodifiers to add extra emphasis. Writers mark their attitude through the use of centralized assessment adjectives combining with intensifiers (*very, really, absolutely*):

(8)   *'The GFCM does not manage by quotas', explains Alain Bonzon, an FAO oefficial who works with the Fisheries Commission. '**It is absolutely essential** to avoid simply transposing to the Mediterranean what works for the Atlantic and the North Sea.* (http://ec.europa.eu/fisheries/documentation/magazine/mag21_en.pdf.)

Finally, *essentially* is the most prominent adverb in the two corpora with the meaning of "fundamentally", "basically" (example 9). It is mainly employed with a predicative scope in Maritime Affairs and Fisheries and also in Agriculture:

(9)   *Around 50% of our exports are small quantities sent to a multitude of countries whereas our imports come **essentially** from four countries. The two other main purchasers of Community hops are Russia (3 733 tonnes in 2002) and Japan (2 732 tonnes in 2002).* (http://ec.europa.eu/agriculture/publi/reports/hops/fullrep_en.pdf)

In sum, the point of view implied in the wording of these reports is a point of view of positive shading rallying EU's stakeholders to feel an obligation of commitment to the EU's agricultural and maritime policy. The abundant use of root adverbs and adjectives, as a manifestation of the interpersonal function of language, is employed as a linguistic device directing and regulating the behaviour of EU's stakeholders. By contrast, there are practically no constructions with descriptive directive meaning: *it is obligatory to/ that* (only 3 tokens in Maritime reports and studies). Tact and politeness are important motivations here.

4.2 Root Verbal Markers. Results and Discussion

The findings I presented in adjectives and adverbs above suggest that progress and knowledge is to be achieved by the correct application established by EU experts of prescribed procedures. Human opinion in the interpretation of data is downplayed and descriptions of Fishing and Agriculture phenomena are shown as representing a reality independent of the writer. Writers of reports act as portraying truth, not making it. Another linguistic strategy for this aim is to use deontic modal verbs, indicating that the propositions expressed are obligatory or permissible according to some normative EU background. Let us see the points of contact and departure between reports in the two genres below.

As regards differences among the two genres, a cursory comparison of the frequency and distribution of the categories analysed reveals that Agriculture and Fishing manifest different preferences in the expression of writer stance. Graph 2 below shows that verbal indicators of root modality are used far more frequently in Maritime Affairs with 1,339 raw tokens. Table 2 shows the data in detail with normalized frequencies. Overall, there are far less tokens of root modality in Agriculture, just 140, some do not even appear (*had better, would rather, ought to*).

Both directorates share quite similar linguistic devices to express deontic modality in reports and studies. Uses of *should, have to* and *must* are the most popular. See graph 2 below. Writers often use *must* for more personal opinions about what it is necessary to do (see examples (20) and (21) below), and *have to* for what somebody in authority has said it is necessary to do (example 23). However, this difference is not clear-cut as there are contexts in which *must* and *have got to* are interchangeable and no distinction can be
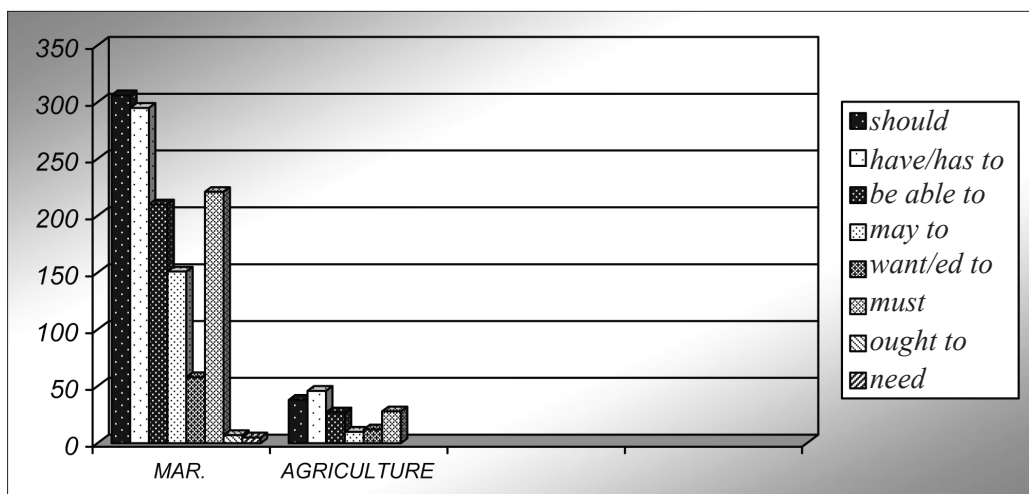
Graph 2. Root verbal markers. Raw tokens

drawn from them. It is to be noted that the latter is only twice in Agriculture. In the same way, almost no occurrences of *had better* have been found, a fact which is not surprising, bearing in mind that is restricted to conversation.

	M. AF-FAIRS	*AGRICUL-TURE*		*M. AFFAIRS*	*AGRICUL-TURE*
should	33,4	3,86	*may not*	16,52	1,01
must	24,18	2,84	*want/ed to*	6,34	1,22
have to/ has to	32,28	4,67	*ought to*	0,76	-
be able to	22,98	2,74	*need*	0,54	-

Table 2. Ratio of root verbs per one million words in the two sub-genres

Other features in common in the two Directorates are the following:

a) The Semi-modal *have to* is commonly used, compared to the verb *ought to*.
b) *Should* and *must* signal desirability and obligation. However, it is not always easy to distinguish between the two as in example (10), where *should adopt* can have both meanings:

(10) *Forest Owners stated that the Advisory Group Forestry and Cork **should adopt** a resolution, which should have the following basic statements: • recognition of Europe's forests and forest-based sector as part of the solution* (…). (http:// ec.europa.eu/agriculture/consultations/advisory-groups/forestry-cork/2009-06-29_ en.pdf)

c) The issuer of an obligation or permission is not necessarily the writer. Thus, reports use frequently impersonal constructions with root verbal markers, thus reinforcing the legitimacy of EU norms and knowledge. Examples (11) and (12) are fairly common in both reports:

(11) *However, **it has to** be taken into account that in Latvia, the rural unemployment rate is below the national average, whereas in Hungary, it is the opposite.* (http:// ec.europa.eu/agriculture/publi/reports/ccrurdev/text_en.pdf)

(12) *Consumer information QAS are **supposed to** benefit the customer, especially the final consumer.* (http://ec.europa.eu/agriculture/quality/certification/docs/chain_ finrep_en.pdf)

d) Speakers do not necessarily believe that the state of affairs described by the core proposition of a deontic modal sentence is realizable (Roberts 1989). The expert

in example (13) is not sure whether the recent "milk package" is going to solve the problems in the dairy chain:

(13) *The recent "milk package" (see also EQ1) is **supposed to** be a response to this problem, since it reinforces the role of POs and IBOs in the dairy chain. In fact, POs can contract the price of raw milk with processors and each PO can control up to 33 percent of production of each Member State.* (http://ec.europa.eu/agriculture/ events/2013/milk-conference/ey-experts-opinion-reports_en.pdf)

   e) Deontic modal verbs are instances of reflexive judgment on social and technical being-in-the-world. They register a perceived gap between what the report writer intuits as necessary in his/her area (liberalization in the wine sector in this case) and what happens in fact (the planting system is restrictive and does not involve the sector successfully). They open the world to argument and reason about the liberalization process, promoting flexibility in example (14) and the production of tobacco in Europe in example (15):

(14) *The Commission accepts that the liberalisation decided in the 2008 reform has created serious concerns among producers, and is therefore open to a more flexible solution, but certainly not a simple extension of the old system. "If there is to be a system of managing plantings, it **must** be flexible, non-restrictive, both at EU and Member State level, and involve the sector. (*brussels.cta.int/index.php?option=com)

(15) *It is clear that tobacco is a legal product, better controlled in Europe than in the third countries and consequently the European production **must not** be criminalized.* (http://ec.europa.eu/agriculture/publi/reports/tobacco/fullrep_en.pdf)

In the following sections (4.2.1 to 4.2.8), I consider verbs showing the writer's evaluative judgments with regard to meanings of obligation and manipulation (Givón 1993,169). Through deontic modals, EU writers influence and control EU stakeholders and commit themselves to certain courses of action, promoting the EU's Institutional Discourse in these two areas, Agriculture and Fishing.

4.2.1. *should*

It is the most popular verbal markers in Fisheries and also fairly frequent in Agriculture and Rural Development. There seems to be some disagreement about the meaning of *should* in the literature. Huddleston and Pullum (2002) consider *should* to be deontic because it is usually subjective, indicating what the writer or speaker considers to be "right". Declerk (1991, 378) asserts that while *should* expresses weak obligation, it also points at some doubt as to whether the situation referred to will happen. For a discussion

of properties necessary to distinguish between epistemic and deontic possibility, see Coates (1995, 56). In the case of uses of *should* in the two reports a broad generalization could be while there are instances of epistemic meaning in the corpora, *should* is primarily deontic.

Thus, the particular modal most often associated with the category of desirability is *should*, but on occasion other modals such as *would* can be interpreted as signalling desirability and advice. Examples (16 to 18) signal the writer's preference to establish priorities, a code of conduct on sea operations and to adopt quality as a strategic factor to be competitive:

(16) *Considering the scope of the problem, priorities **should be established**. Since then, a distinction could be made between the vessels committing serious infringements as defined for instance in the frame of the CFP and the vessels committing minor infringements. In the view of ACFA, the Community **should adopt** initiatives in most of the fields of action covered*. (http://ec.europa.eu/dgs/maritimeaffairs_fisheries/ consultations/iuu/contributions/acfa_en.pdf)

(17) *Vessel owners and operators **should adopt** a code of conduct on their operations at sea.* (http://ec.europa.eu/fisheries/reform/docs/gudrun_gaudian_en.pdf)

(18) *Without considering tariff barriers in the international market, EU strategy to counterbalance cost effects **should adopt** quality as a strategic factor of competition in the world market. Quality in an international context should be intended as a general attribute*. (http://ec.europa.eu/food/animal/welfare/farm/farming_pigs_ finalreport_en.pdf)

Some may signal more clearly obligation as example (19) below. The obligation is expressed as not binding as it is with *must*; it may be unfulfilled:

(19) *At the meeting in Luxembourg Member States' fisheries ministers reached a partial agreement on how the fund **should be used**.* (http://ec.europa.eu/fisheries/news_ and_events/archives/index_en.htm)

Palmer explains that *should* in this use is essentially conditional – referring to what would occur (Palmer 2001, 74), it signals obligation to use the funds according the agreement reached by EU Fisheries ministers.

In conclusion, *should* points at how the EU Fishing and Agriculture ought to be, according to EU norms and expectations. The state of affairs in these two areas does not meet standards of efficiency and productivity ideals. The sentence containing *should* generally indicates some action that would change the situation so that it becomes closer to the ideal. Writers' motivation for using *should* also includes tact and politeness.

4.2.2 *must*

Must communicates confidence in the realization of p; it has connotations of *very likely* and *appropriate*. The examples found, with speaker disapproval of not-p and adverse consequences of not-p determine readings towards the necessity end of the contextual meaning continuum. 216 tokens have been found in Fisheries, like example (20), where there is a concern on obligation and requirements for vessels. The use of a third person Subject and the passive voice in sentence number one, two, and four are useful strategies to mitigate the directness, although not the inescapability of the obligation (Downing and Locke 1992, 391) *Must* obliges the subject of the sentence, the vessel master, to do something in sentence three and is clearly speaker-oriented:

(20) *The REM **must** be turned on before the vessel leaves port and **must** not be turned off before the vessel is moored at port. 3. The vessel master **must** use the REM according to the guidelines for the system. 4. The vessel **must** be equipped with a functioning VMS system. 5. The vessel **must** be equipped with a functioning electronic logbook. 6. The vessel **must** fill out* (…) (http://ec.europa.eu/fisheries/ documentation/studies/discards/case_study_en.pdf)

External pressure is involved on the subject of the obligation. Such strong obligation (Collins 2005, 251) can be also found in Agriculture in sentences like example (21):

(21) *These guidelines were also presented (for information) to all Member States in the STAR Committee and are available on the DG AGRI web site/enlargement (http:/europa.eu.int/comm/agriculture/external/enlarge/index_en.htm). Generally this evaluation exercise **must follow** the usual five step-structure of the evaluation process, i.e. structuring,* (…) (http://ec.europa.eu/agriculture/publi/reports/ sapard2002/full_en.pdf)

Here the use of *must* is associated with the EU's authority to comply with the evaluation process properly.

4.2.3 *have to*

This quasi-modal signals inescapable obligation and necessity, together with *must* in both reports. While *must* is a prototype of the strongest and most subjective obligation, *have to* is associated with a more impersonal and external obligation. However, it is to be noted that writers of these reports, like native speakers, tend to use *must* and *have to* indiscriminately:

(22) *The most politically sensitive part of agricultural negotiations is the level of production quotas and direct payments for area and cattle. According to the current regulations these* **have to** *be based on objective criteria.* (http://ec.europa.eu/agriculture/publi/reports/ceecimpact/fullrep_en.pdf)

(23) *There is a need to have a clear understanding of discard practices, and the data* **has to** *be used in a sensitive and transparent way. However, so far, releasing the discard data has not generally been a sufficient incentive for fishers to reduce discards.* (http://ec.europa.eu/fisheries/documentation/studies/eliminate_discards_2008_en.pdf)

Examples (22) and (23) undoubtedly signal the writer's estimation of the necessity that the propositions expressed be brought about. However, there are situations in which it is not obvious whether the obligation is 'clearly external' or 'clearly speaker-oriented' and writers use both *must* and *have* to at random.

4.2.4 *be able to*

The conditioning factors of this dynamic verb are *internal* as in example (24) indicating the subject's own ability or willingness to act, in this case Cook Islands' authorities:

(24) *Therefore, Cook Islands* **is able to** *monitor vessel movements prior to vessels entering their EEZ. Cook Islands is also able to monitor all Cook Islands' flagged vessels regardless of the zone or high seas area in which they are located.* (http://ec.europa.eu/fisheries/documentation/studies/cook_islands/cook-islands-possible-fpa_en.pdf)

It may simply be a more formal alternative to the core modal *can.* It does not normally co-occur with an inanimate subject in any case, corroborating the findings in Nuyts's study (2006, 3):

(25) *The main importers of poultry remain Romania and Bulgaria as well as Lithuania. Hungary, on the other hand,* **is able to** *export poultry under domestic policy conditions and has a dominating role in baseline*. (http://ec.europa.eu/agriculture/publi/reports/ceecimpact/fullrep_en.pdf)

4.2.5 *ought to*

Coates argues that "Root OUGHT expresses weak obligation; it offers advice rather than gives a command" (Coates 1983, 70). It is rarely used in the two Directorates, confirming Coates's (1983) findings. The obligation is not binding as in example (26),

where large production sites are supposed to have a positive impact in the future but no figures specifying this increase are included, indicating therefore that this growth is not compulsory:

(26) *Recently (in 2007 and 2008) large production sites, mainly producing mussels and oysters (including one oyster hatchery), have been established which **ought to** have a positive impact on future production. Experts in the aquaculture sector assess that there is also an increasing interest for crayfish farming; the production volume is likely to increase over the next few years.* (http://ec.europa.eu/fisheries/ documentation/studies/data_collection/aquadata_part1_en.pdf)

4.2.6 *may not*

It is a common pattern found in both reports. Often, *may+not* expresses prohibition in legal discourse (Williams 2007, 121) and its influence is clear in Fisheries (147 tokens) and Agriculture to a lesser extent (10 tokens). The repetition of may+ not in example (27) emphasizes the prohibition to exceed certain percentages.

(27) *Trawls, Danish seines and similar gear Mesh size min % of authorised species authorised species 0-15 mm 90% sandeel By-catches of cod **may not** exceed 3%. 16-31 mm 90% sandeel, sprat By-catches of cod **may not** exceed 3%. The catch retained on board may consist of up to 45% herring. 32-89 mm 90% sandeel, sprat, herring By-catches of cod **may not** exceed 3%.* (http://ec.europa.eu/fisheries/cfp/ control/who_does_what/baltic_sea_authorities/baltic_sea_technical_rules_en.pdf)

May not epistemic uses denoting uncertainty or lack of commitment have not been found in the two sub-corpora of reports and studies.

4.2.7 *want to*

Although some authors (Palmer 1990, 25–26) consider it is not a modal verb, other authors like Vertplaetse (1999, 98–99) include it in the modal verbs. Its presence is more significant in Maritime Affairs (58 tokens) than in Agriculture (12 tokens).

Most examples are third person, indicating propositions which report information as in:

(28) *Secondly, the fishers recognised the need to take control of their fishery and did not **want to** be reliant on the opinions of scientists and managers. Scientists have one point of view but the fishers did not **want to** take that for granted. Furthermore, the fishers feel a sense of pride in being on the Committees and being involved in*

(...) (http://ec.europa.eu/fisheries/documentation/studies/eliminate_discards_2008_ en.pdf)

The verb *want* remains an event-related modal meaning indicating the fishers' volition not to be reliant on the opinions of scientists and managers and not take scientists' point of view for granted.

4.2.8 *need*

When it is a modal verb, *need* is used to talk more about obligation and giving permission to someone **not to do something**. Note also that as a modal verb it is most commonly found in negative sentences as in the following example:

(29) *Before considering the fuller prospective range of value adding opportunities in bass and bream, it should be recognised that value adding **need not** necessarily infer raw material transformation*. (http://ec.europa.eu/fisheries/documentation/ studies/aquaculture_market_230404_en.pdf)

It is more common in both reports to replace auxiliary *need* by *have to*. Finally, there are verbo-nominal expressions scarcely used in Agriculture: *have need* (1 token) and *there is need* (2 tokens). The figures are fairly similar in Maritime Affairs: *there is need* (2 tokens). Example (30) reinforces the discourse of integration with the use of this verbo-nominal construction:

(30) *Furthermore, there is a difference among the Mediterranean flag States in relation to their ratification and implementation of the many IMO conventions for safety of navigation and protection of the marine environment. **There is need** for further information as to the degree of harmonization of the laws of the different Mediterranean coastal States for implementation.* (http://ec.europa.eu/ maritimeaffairs/documentation/studies/documents/mediterranean_expert_group_ report_en.pdf)

In sum, modal verbs in these reports have a wide range of meanings and uses. The overall figure of root verbs is 1,500 tokens in both reports. Their use is almost nine times more frequent in Maritime Affairs than in Agriculture (1,331 tokens *vs.* 169). The sum of verbal and nonverbal root markers also renders similar results. Specifically, Maritime Affairs/ Fisheries reports and studies use 2,608 tokens, while Agriculture/ Rural Development uses 352.

5 Concluding Remarks

This paper has explored reports in association to root modality. The findings have thrown some light on the use in two types of technical reports, Maritime Affairs/Fisheries and Agriculture/Rural development. After analysing both reports, several patterns of differences and similarities were found. The most common markers of root modality in both corpora are the adjectives *important, necessary* and *essential* and the verbs *should, must* and *have to.* They refer to actions and events that humans or other EU agents control and thus the main verb is usually dynamic. Besides, there are contexts in which *must* and *have to* are interchangeable and no distinction can be drawn from them. The three verbal forms are frequent to induce the reader of reports to share the writer's values. The use of these modal verbs in the reports of the two Directorates establishes social relationships and interaction among the EU officials and stakeholders. Through them, EU writers try to influence others and commit themselves to certain courses of action, mainly in Maritime affairs and Fisheries. They try to bring about changes in the EU's surroundings by obligations which are met.

Verbal and non-verbal root modals are instances of reflexive judgment on social and technical being-in-the-world. They register a perceived gap between what the report writer intuits as necessary in the EU and what happens in fact. They open the EU to argument and to reason in controversial political issues related to Maritime Affairs and Fisheries and Agriculture and Rural Affairs.

As regards points of departure, two concluding remarks may be made. Firstly, the investigation found that within reports, more adjective and adverb root resources were used than verbal ones, which made their writing sound more evaluative and also more categorical. Secondly, both reports use strikingly different numbers of deontic and dynamic modal forms. This might be related to the more controversial nature of the topics, mainly limitation of the fleet capacity, evaluations of the fishing efforts and the like. Thus, Fisheries reports appear inclined to tell the EU stakeholder what s/he should think, to persuade them to follow the EU's Fisheries agenda. Some authors like van Dijk (2006) may classify this modal use as manipulation. This significant use of root markers might also be partly a function of their greater need to elaborate a shared context in fishing practices. Thus, root markers establish a common perspective on the reliability of the claims EU experts in Fishing and Maritime Affairs reports and contribute to the persuasive stance style.

The resultant rhetoric effect makes the reports sound rather authoritative, mainly so in Fishing and Maritime Affairs. Writers are trying to persuade readers with deontic and

some dynamic verb forms indicating obligation and desirability to comply with EU's policies and norms.

A more complete picture of root modality will no doubt be offered when considering the role of verbal and non-verbal markers in other genres within EU discourse: policy areas, news and press releases or speeches.

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