AN INVESTIGATION INTO IMPLEMENTATION OF LANGUAGE POLICY IN THE EASTERN CAPE WITH SPECIFIC REFERENCE TO ISIXHOSA

by

ZOLISWA JACQUELINE MADE

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PROMOTER: PROF: M.M.SOMNISO

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DECLARATION:

In accordance with Rule G4.6.3 I hereby declare that the above-mentioned thesis is my own work and that it has not previously been submitted for submission to another University or for another qualification.

SIGNATURE:

DATE:
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Finally, I must convey a word of thanks to the Nelson Mandela Metropolitan University (NMMU) for its financial assistance towards this study.
Dedication

I am dedicating this work to my parents:

To my late father Mzolisi Rhodes and Amelia Nozipho Tshazibana. Your support gave me the strength to continue with this study.

Thank You

Zoliswa Jacqueline Made(nee Tshazibana)
SUMMARY

This study is about An Investigation into Implementation of Language Policy in the Eastern Cape with specific reference to isiXhosa.

The objectives of this study are to investigate the current state of language policy implementation plan in local government sectors and schools and to propose a strategy for a sustainable language implementation plan for indigenous languages of South Africa.

Chapter 1 provides the background, definitions of terms, the statement of the problem, the research methods used and the literature reviewed.

Chapter 2 deals with the critical analysis of language policy, looking at the types of language policies and various relevant language policies.

Chapter 3 addresses challenges facing the indigenous languages of South Africa (with specific reference to isiXhosa) especially at provincial level.

Chapter 4 discusses the implementation strategies which will help in the development of the indigenous languages.

Chapter 5 concludes the study by presenting findings and recommendations for future research.
**List of Acronyms used:**

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<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACALAN</td>
<td>Academy of African Languages.</td>
</tr>
<tr>
<td>AU</td>
<td>African Union.</td>
</tr>
<tr>
<td>AULPA</td>
<td>African Union Language Plan of Action.</td>
</tr>
<tr>
<td>DAC</td>
<td>Department of Arts and Culture.</td>
</tr>
<tr>
<td>DSRAC</td>
<td>Department of Sport, Recreation, Arts and Culture.</td>
</tr>
<tr>
<td>LANGTAG</td>
<td>Language Plan Task Group.</td>
</tr>
<tr>
<td>LiEP</td>
<td>Language in Education Policy.</td>
</tr>
<tr>
<td>LoLT</td>
<td>Language of Learning and Teaching.</td>
</tr>
<tr>
<td>LPLP</td>
<td>Language Planning and Language Policy.</td>
</tr>
<tr>
<td>NEPAD</td>
<td>New Partnership for African Development.</td>
</tr>
<tr>
<td>NLS</td>
<td>National Language Service.</td>
</tr>
<tr>
<td>PanSALB</td>
<td>Pan South African Language Board.</td>
</tr>
<tr>
<td>PRAESA</td>
<td>Project for the Study of Alternative Education in South Africa.</td>
</tr>
<tr>
<td>PLS</td>
<td>Provincial Language Service.</td>
</tr>
<tr>
<td>SGB</td>
<td>School Governing Body.</td>
</tr>
</tbody>
</table>
CHAPTER 1

INTRODUCTION

1.1 Background to the Study

South Africa’s former apartheid government discriminated against indigenous and minority language groups by decreeing a language policy that gave recognition only to Afrikaans and English. This policy or strategy was more pronounced and effective in urban areas than in the former homelands. Following South Africa’s transition to a democracy, the ANC government sought to reverse this form of discrimination by initiating a multilingual language policy as stipulated in the constitutional framework (Madiba, 2005).

This policy seeks to dispel the dominance of English and Afrikaans and equally elevate the status of the other nine indigenous languages. The language policy for each province is aligned with the national language policy of eleven official languages where any one of the official languages is given priority or officiated according to the language demographics of each province. In terms of Section 6(2) of the Constitution, recognizing the historically diminished use of the indigenous languages of South African people, the State is enjoined to take practical and positive measures to elevate the status and advance the use of these languages.
The Constitution also states that:

The provincial government may use any particular official language for the purpose of government, taking into account usage, practicality, expense, regional circumstances and the balance of the needs and preferences of the population in the province concerned, but must use at least two official languages (Section 6(3)(a)).

Therefore it can be concluded that the existence of many languages in South Africa implies the existence of many cultures. Language experts and other professionals have agreed that language serves as an identification mark, it gives us our personality. A language is the natural possession of every normal human being; we use it to express our hopes and ideals, articulate our thoughts and values, explore and experience our customs.

In a multilingual society, knowledge of more than one language is an asset both in an immediate economic sense and in the larger social sense of opening many worlds or cultures and as a nation building and pro-democracy practice. In the modern world, multilingualism is the norm, not the exception, and South Africa is well endowed in this respect (LANGTAG,1996:12).

As stated in the Constitution, no person should be barred from the use of the language of his/her choice within the bounds of reasonableness. A democratic state is duty- bound to protect and assist its citizens by removing impediments
to the exercising of this right. The implementation of this policy is crucial and sensitive in a sense that it requires adjustment in both resources and in the attitudes of the people.

Having said that, the aim of this research is to investigate the process and strategies of language policy implementation in selected schools and municipalities in the Eastern Cape. The Nelson Mandela Metropolitan Municipality will be used as a primary example.

1.2 Constitutional Provisions

An official language is a language that is given special legal status in a particular country, state or other territory. The Constitution of South Africa makes provision for the use of eleven such official languages and the promotion and development of the historically marginalized indigenous languages.

These languages are Afrikaans, English, isiNdebele, Sepedi, Sesotho, siSwati, Xitsonga, Setswana, Tshivenda, isiXhosa and isiZulu. Apart from these official languages, the Constitution recognizes other formerly marginalised languages such as Nama, Khoi, San and Sign languages, which must also be promoted and developed. The language policy is based on Section 6 of the Constitution (Act No. 108 of 1996) and enshrines the right of citizens to receive government services in their own language.
The recognition of the multilingual nature of South African society by the Constitution of this country necessitates the creation of tools of implementation and redress in the form of appropriate language policies. Such language policies are designed to correct the universal tendency to practice monolingualism in multilingual societies which disempowers non-mother tongue speakers of the dominant language, to the detriment of both their rights as citizens and in communicative equity in exercising these rights.

It is understood, as reflected by the spirit as well as the letter of the Constitution, that the recognition of multilingualism will promote human rights, facilitate effective administration and contribution to the development of our country’s economy, education and cultural diversity as a national resource (Eastern Cape Language Policy, 2007).

The Constitution mandates change to the language situation throughout the country, giving social and political recognition to hitherto disadvantaged language groups on the basis of “the expressed needs of communities and interest groups”. Section 6(2) of the Constitution requires mechanisms to be put in place to develop these indigenous languages.

Sections 6(3) and (4) contains language-related provisions for national and provincial governments, whereby government departments must use at least two of the official languages. Other relevant provisions pertaining to language matters are made elsewhere in the Constitution. Section 9 (3) protects against unfair discrimination on the grounds of language, whilst Sections 30 & 31 (1)
refer to people’s rights in terms of cultural, religious and linguistic participation and enjoyment.

1.3 Statement of the Problem

There are approximately 25 different spoken languages in South Africa, 11 of which have been granted official status (Constitution, Act No. 108 of 1996). The numbers of the various population groups of South Africa according to Statistics South Africa (Mid-year estimates 2009) are as follows: Table:1

<table>
<thead>
<tr>
<th>Population group</th>
<th>male number</th>
<th>Percentage of total population</th>
<th>female number</th>
<th>Percentage of total population</th>
</tr>
</thead>
<tbody>
<tr>
<td>African</td>
<td>18 901 000</td>
<td>79,2</td>
<td>20 235 200</td>
<td>79,5</td>
</tr>
<tr>
<td></td>
<td>39 136 200</td>
<td>79,3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Coloured</td>
<td>2 137 300</td>
<td>9,0</td>
<td>2 295 800</td>
<td>9,0</td>
</tr>
<tr>
<td></td>
<td>4 433 100</td>
<td>9,0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indian/Asian</td>
<td>635 700</td>
<td>2,6</td>
<td>643 400</td>
<td>2,5</td>
</tr>
<tr>
<td></td>
<td>1 279 100</td>
<td>2,6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>2 194 700</td>
<td>9,2</td>
<td>2 277 400</td>
<td>9,0</td>
</tr>
<tr>
<td></td>
<td>4 472 100</td>
<td>9,1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>23 868 700</td>
<td>100,0</td>
<td>25 451 800</td>
<td>100,0</td>
</tr>
<tr>
<td></td>
<td>49 320 500</td>
<td>100,0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The above diagram illustrates the demographics of South Africa. African languages whilst enjoying the highest number of speakers, are not used as tools to enhance service delivery.
According to the Constitution, all official languages must “enjoy parity of esteem” and be treated equitably, thereby enhancing the status and use of indigenous languages, with government taking “legislative and other measures” to regulate and monitor the use of disadvantaged indigenous languages. The problems under scrutiny in this research are those which mainly occur in the public sector, namely municipalities and schools.

The main challenge to the South African language policy is the problem of implementation. There is a continuing use of English at National and Provincial levels. Equitable use of the official languages is also related to the freedom to exercise language rights.

1.4 Objectives

This study will focus on the implementation of the language policy in the Nelson Mandela Metropolitan Municipality and selected schools in the Eastern Cape. While the Nelson Mandela Metropolitan consists of many departments, the focus will only be on those which are mentioned above. The main focus therefore will be to:

(a) investigate the current state of the language policy implementation plan in local government sectors and schools.
(b) propose a strategy for drafting the language implementation plan.
Since this study is based on language policy implementation in the Eastern Cape, it is also important to briefly discuss the Eastern Cape Language Policy Framework.

1.5 The Eastern Cape Language Policy Framework

The Eastern Cape Language Policy framework is based on the following principles:

. Language equity; which states that all languages of the Province must be treated equitably.

. Multilingualism; the use of three or more languages by an individual or by a group of speakers such as inhabitants of a region or a nation.

. Non-discrimination; this refers to the prevention of the use of language for the purposes of exploitation, domination and discrimination.

. Good governance; this deals with the harnessing of language to ensure transparent, accountable management that is responsive to the needs of the residents.

. Monitoring, evaluation and revision of the language policy needs to be regularly assessed and changes effected when required.
The Eastern Cape Language Policy Framework takes into account constitutional provisions on multilingualism and is in concert with Government’s goals for economic, socio-political and educational growth. As stated in the Constitution, the Eastern Cape Language Policy will promote the equitable use of the languages used in this province.

It will also ensure the redress of the previously marginalised official indigenous languages. The estimated statistics of the Eastern Cape for mid-year population is 6 648 600 and the percentage share of the total population is 13,5 (Mid-year population estimates, 2009).

The Eastern Cape Language Policy proposes the use of four languages, namely, English, isiXhosa, Afrikaans and Sesotho as official languages. The following figures indicate that isiXhosa is a dominant language in the province, followed by Afrikaans, English and Sesotho.

**Table: 2 Linguistic Profile of the Eastern Cape Province**

<table>
<thead>
<tr>
<th>Language</th>
<th>Number of speakers as a percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>isiXhosa</td>
<td>83,8%</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>9,6%</td>
</tr>
<tr>
<td>English</td>
<td>3,7%</td>
</tr>
<tr>
<td>Sesotho</td>
<td>2,2%</td>
</tr>
</tbody>
</table>
A sample survey and the 2001 census determine the attitude regarding language policy and support the idea that isiXhosa, Afrikaans, English and Sesotho were chosen as official languages of the Eastern Cape Province (National Census, 2001). It is important to define terms to avoid confusion that would thwart the objective of this study.

1.6 Definitions of Terms

The following terms will be defined as to give more understanding of what this research encompasses namely; bilingualism, multilingualism, language equity, language planning, language policy, language implementation mother-tongue education.

1.6.1 Bilingualism

Is defined as the practice of using two languages (not necessarily with equal competence in both written and spoken communication (DAC, draft; Provincial Language Policy Framework, 2007).

1.6.2 Multilingualism

Multilingualism is defined as the use of three or more languages by an individual or by a group of speakers such as the inhabitants of a particular region or a nation. Multilingualism can also be used to refer to the use or
maintenance of more than one language in a certain context (Multilingualism.htm).

1.6.3 Language equity

Is defined as the fairness of language provision and/or the treatment of two or more languages. The use may not necessarily be equal (D.A.C, 2002).

1.6.4 Language Planning

Is briefly defined as a developing field that sees language as a social resource (Eastman, 1992: 96). According to Rubin et al (1971), language planning is a deliberate, planned language change. It is a problem-solving, future-oriented activity by organisation, established for this purpose. According to Fishman (1974:20), language planning refers to the organized pursuit of solutions to language problems, typically at national level.

Language planning consists of three related but distinct types of activities namely; status planning, corpus planning and acquisition planning (Reagan,2002:420). In the South African context, examples of status planning would include the selection of official languages and the use of various languages in official and semi-official settings for example, as media of instruction in schools, in law courts and by the public broadcaster.
1.6.4.1 Status Planning

Status planning is the way a language is recognized by the government or the importance thereof as compared to others. Crystal (1997:95) says that status planning deals with the standing of one language in relation to others. Cooper (1989:99) defines status planning as deliberate efforts to influence the allocation of functions among a community’s languages.

1.6.4.2 Corpus Planning

Corpus planning is defined as a deliberate restructuring of a language, often by government authorities. According to Kloos (2003:32) corpus planning is:

The linguistic form of a language and attempts to identify variables that modify the nature of language itself.

According to Webb and Kembo-Sure (2000), corpus planning refers to the determination of standards and norms for a language, as well as the introduction of new words and technical terms.

1.6.4.3 Acquisition Planning

Acquisition planning is directed towards the increase of the number of users of a language that is, speakers, writers, listeners and readers. Cooper (1989)
quoted in Mutasa (2005:24), says that there are three types of acquisition planning namely:

1. acquisition of a language as a second or foreign language;
2. reacquisition of a language by people for whom it was a vernacular, for example, African children learning in Model C schools are to learn their own languages. These mother-tongues are currently taught as second and third languages to African children, which causes them to appear as foreign languages to the children.
3. language maintenance as in efforts to stop the “death” of a language.

In support of the above, a policy document (ANC, 1994) stresses that “….. language is essential to thinking and learning, learners must be able to learn in the language or languages which best suit this purpose”.

1.6.5 Language Policy

Language Policy is what a government does either officially through legislation, court decisions or policy to determine how languages are used, cultivate language skills needed to meet national priorities or to establish the rights of individuals or groups to use and maintain languages.

The DAC (2007) describes language policy as an official decision/decree on the status of various languages spoken in heterogeneous/multilingual communities,
for example which languages will be the national or official languages, which will
be used as regional languages and what their status will be.

1.6.6 Mother- tongue education

UNESCO (1953) viewed by Tabouret-Keller (1997), defines mother-tongue education as:

education which uses as its medium of instruction
a person’s mother-tongue, that is, the language which
a person has acquired in early years and which
normally has become his natural instrument of
thought and communication.

Gxekwa (2009:3) supports this by quoting the South African School’s Act
(1996b:8) as follows:

All learners must receive education in
the official language or languages of
their choice in public educational
situations where it is reasonably practicable.

Sonkwala (1992:1) also says:

It cannot be sufficiently expressed to show
that a pupil’s success at school depends
inter alia, to a degree on his ability to express
his thoughts, impressions and feelings clearly. This he can easily achieve through his mother-tongue because he can understand and be understood.

Haasbroek (1986:38) agrees with this statement by saying:

It was found that children in Holland whose mother-tongue was Dutch and received their education through their mother-tongue, showed much better results than children in Holland who were taught through a language which was not their mother-tongue.

This statement has also been emphasized by LANGTAG (Language Plan Task Group, 1996:9), saying:

No person should be prevented from the use of his or her choice of language within the bounds of reasonableness. The democratic state is duty-bound to protect this right to assist the citizens if impediments to exercise of their right arise through no fault of others.
There is currently a strong awareness of the need to intensify the development of the previously marginalised indigenous languages and to promote multilingualism if South Africans are to be liberated from undue reliance on the utilisation of non-indigenous languages as the dominant official languages of the state.

1.7 Research Methods

Qualitative methodology was used in this research, the reason being that this type of research does not involve using a numerical approach, but rather a naturalistic approach to investigate people’s feelings and beliefs. The term ‘data’ simply refers to the items that are produced through research. Two types of data were used, namely primary and secondary forms.

1.7.1 Primary Data

This type of data was collected by the researcher through the conducting of interviews. A self-administered questionnaire was administered to approximately 200 people of diverse backgrounds who either work or study in the Metro. The questionnaire consisted of mostly open-ended questions with a limited number of closed-ended questions. A copy of the questionnaire is attached as Addendum.
1.7.2 Secondary Data

This type of data is existing information which has already been collected by other researchers. Consulting existing data will enable a researcher to try something different from the work of previous researchers. Having this kind of information also greatly assists in clarifying the research problem. The data was basically collected from various textbooks, topic books, journals, magazines, newspapers, and the Internet.

Four domains of language use were used to reflect on the responses of the group of interviewees as these categories emerged spontaneously during the interviews:

- the classroom
- the community
- the workers
- the language policy and its implementation

Teachers were questioned about their perceptions and attitudes towards teaching through the medium of English as an additional language, and about their lessons. The feedback on learners given by teachers referred mainly to attitudes, performances and pedagogical challenges that they encounter. The research focused on high schools, because this is where critical decisions about language policy are made and also where policies are most open to debate.
Documents which could be classified as internal documents and external communication as well as reports from various portfolio committees, reports from DAC, bills and Acts of Parliament, the Constitution and other documents were also collected as secondary sources. The findings of the research will be discussed in Chapter Five, and are reflected in the Addendum.

1.8 Literature review and the significance of the study

This is a sociolinguistic study and impacts on language policy and its implementation. Sociolinguists have dealt with issues of language planning and language policies for a long time. Such studies were amongst others conducted by Spolsky (1999) who, in his research explores many debates at the forefront of language policy, ideas of correctness and bad language, bilingualism and multilingualism, language death and efforts to preserve endangered languages.

Research has been conducted on Language Policy by (Ricento, 2006). In his research he is concerned about the accelerating loss of languages worldwide and this has led to theorizing about how language policies are connected to economic, political, and social structures and processes, and to examining of the effects of ideologies about language and society on language behaviour and policies.

Baldauf et. al (2004) in their research of Language Planning and Language Policy, are of the opinion that although the language policy promulgated in 1997 was theoretically sound, it has not really worked on the ground. They further
say that, amendments must be made and that these should be geared towards making the indigenous languages “fill a hole in their respective communities.”

To Alexander (2005) it is apparent that language planning and language policy should be integral to a national development, He stresses this view by quoting Chumbow (1987:22) saying:

The languages of a nation are its natural resources on the same level as its petroleum, minerals and other natural resources. These languages can therefore be harnessed and developed, if carefully planned, for the overall interest of the nation…Language Planning is consequently as important as any other aspect of economic planning and the place of language planning is therefore in the ‘National Development Plan’, as a concomitant of all other aspects of economic planning for national development.

He also states that, at this point it should be stressed that unless the planning process is as participative as possible, involving as many elements and organs of civil society as are interested in the matter at hand, it is bound to become oppressive and ultimately counter-productive. If this is true of planning in general, it is doubly true of language planning.

Kamwangamalu (2004), argues that Language Planning and Language Policy in South Africa are sensitive concepts and have been used as means to
exercise control and as a form of suppression amongst indigenous groups during the Apartheid era.

Toffelson (1991:22) in his research says, if the challenges to language policy and planning are not carefully observed, it could lead to language planning being futile or difficult to manage in accommodating language diversity, which is essential in ensuring that democratic rights and structures are fulfilled by the state.

Somniso (2007) believes that the recognition of multilingual nature of the South African society by the Constitution of this country necessitates the creation of tools for the implementation of equity in the form of appropriate language policies. He also says that, monolingualism disempowers speakers whose mother-tongue is not the dominant language of the region, to the detriment of both their rights as citizens and their communicative equity in exercising these rights. Gxekwa (2009) quoting the National Language Policy Framework (2005:5) says:

There is currently a strong awareness of the need to intensify the development of the previously marginalised indigenous languages and to promote multilingualism if South Africans are to be liberated from undue reliance on the utilisation of non-indigenous languages as the dominant official languages of state.
The Constitution of South Africa (1996) also encourages the promotion of multilingualism and states that all languages must be given equitable treatment, development and protection.

1.9 Plan of Study

Chapter One: focuses on the background of Language Policy in South Africa, the Constitutional Provisions, Statement of the Problem, the Eastern Cape Language Policy, Definition of Terms, Research Methods and Literature Review.

Chapter Two: deals with a critical analysis of Language Policy.

Chapter Three: will deal with challenges facing isiXhosa in the Eastern Cape.

Chapter Four: will deal with the implementation of language policy in the Nelson Mandela Metropolitan Municipality and selected schools.

Chapter Five: presents the conclusion of the research study and also gives some recommendations for future research.
CHAPTER 2

A CRITICAL ANALYSIS OF LANGUAGE POLICY

2.1 INTRODUCTION

In this chapter, municipal language policies and school language policies in the Eastern Cape will be critically analysed.

In academic terms, critical analysis means considering the claims of theories, governments, authorities and what they are based on and how far they seem to apply or be relevant to a given situation. This involves splitting them up into their component parts (http://www.susser.ac.uk).

The focus of the first part of this chapter falls on the context of language policies and types of language policies. The second part deals with language planning. The third part focuses on critical analysis of language policies in the Eastern Cape. Attention will be paid to the Nelson Mandela Metropolitan and school language policies. A brief discussion on the Nelson Mandela Metropolitan University language policy will also be included.

Multilingualism will also be discussed as it forms part of the framework for these policies. As mentioned in Chapter One, language planning and language policy are, in South Africa, historically sensitive concepts and have been used
as means to exercise control and as forms of suppression amongst indigenous language groups (Kamwangamalu, 2004).

The inevitable loss or death of an indigenous language (as a resource and as a right) as a consequence, may threaten the democratic stability and unity of a nation (Perry, 2003). Language policy is thus, a means ‘to impact on efforts to protect and successfully promote the vitality of indigenous languages’ through its effective implementation (Hornberger, 1998). It is therefore imperative to discuss the context of language policy as it plays an important role in this study.

2.2 Context of language policy

Many countries have a language policy designed to favour or discourage the use of a particular language or set of languages. Although nations historically have used language policies most often to promote one official language at the expense of others, many countries now have policies designed to protect and promote regional and ethnic languages whose viability is threatened.

Language policy is what government does either officially through legislation or court decisions to determine how languages are to be used and to cultivate language skills needed to meet national priorities or to establish the rights of individuals or groups to use and maintain languages.

The preservation of cultural and linguistic diversity in today’s world is a major concern to many scientists, artists, writers, politicians, leaders of linguistic
Many factors affect the existence and usage of any given human language, including the size of the native speaking population, its use in formal communication, the geographical dispersion and the socio-economic weight of its speakers. National language policies can either mitigate or exacerbate the effects of some of these factors (http://en.wikipedia.org/wiki/language_policy). There are various types of Language Policies as discussed below.

2.3 Types of language policies

The collecting, translating and classifying of language policies began in 1988. What follows is one of the many ways in which language policies can be categorized:

2.3.1 Policies of assimilation

A policy of assimilation is one that uses strong measures to accelerate the downsizing of one or more linguistic minority group(s). The word assimilation means “the process of becoming part of or more like something greater” (Encarta Dictionary: English, U. K). The ultimate goal of such policies is to foster national unity inside a state, based on the idea that a single language in the country will favour that end.
The measures taken by states enforcing such policies may include banning the social use of a given language, the exclusion and social devaluation of a language group and in extreme cases, repression by force and even genocide. Therefore it means that the assimilation of one’s language in any way will lead to the dying of that language.

2.3.2 Policies of non-intervention

A policy of non-intervention consists of choosing to allow the normal rapport between the main linguistic group and minorities to evolve on its own. This type of policy almost always favours the dominant group (http://en.wikipedia.org/wiki/language policy).

2.3.3 Policies of differentiated legal status

This type of policy recognizes a different legal status for a given language and it usually aims at allowing the coexistence of multiple linguistic groups inside a state (http://wikipedia.org/wiki/language policy).

2.3.4 Policies of promotion of the official language

This policy favours the official language and it is said to be unilingual. Sometimes, it favours the national language, and sometimes it favours a colonial language with a strong international influence. In some cases, such
policies are accompanied by measures recognising and protecting minority languages (http://wikipedia.org/wiki/language policy).

### 2.3.5 Strategic multilingualism policies

South Africa is one of the countries that use this type of policy. It involves strategic planning in exercising and recognising more than two languages as official languages. The Constitution recognizes the principle of multilingualism by providing for eleven official languages (http://wikipedia.org/wiki/language policy). There are historic reasons as discussed below, why South Africa chose a strategic multilingualism policy.

### 2.4 Historical Background of Language Policy in South Africa

Before 1994 there was no policy of actually denigrating the African languages, there was also no deliberate and systematic attempt to develop, modernise and spread the knowledge of the indigenous languages both for the intrinsic empowering value of such an exercise and as an explicit strategy of cultural-political resistance.

It is generally acknowledged that the legacy of the official language dispensation inherited from the former government structure led to educational, economical, political and social inequality, marginalization and language marginalisation. In a new democratic South Africa, Somniso (1997) quoting
Prinsloo, (1993:90-96), states that “these inequalities need to be redressed through a process of affirmative action”.

Another derivative element of the crisis is the lack of confidence in the value of the mother-tongue as the first language. Language policy is thus, a means to impact on efforts to protect and successfully promote the vitality of indigenous languages through its effective implementation (Hornberger, 1998). Section 6(2) of the Constitution, recognizing the historically diminished use and status of the indigenous languages of South African people, states that the State is enjoined to take practical and positive measures to elevate the status and advance the use of these languages.

Makoni (1983), maintains that the construct of ‘indigenous languages’ is an arbitrary division of a natural continuum, resulting historically from a colonial, Eurocentric attempt to capture and ‘standardise’ these languages in the early nineteenth century. He sees the “boxing” of languages in the 19th century as an unrealistic attempt to impose fixity where there was in fact fluidity and flexibility amongst users. It is nevertheless, important to remember that the standard forms of African languages were fixed in an early nineteenth century mode, as first set down and codified by missionaries.

2.5 The former Language Policy in South Africa

South Africa’s apartheid government before 1994 discriminated against indigenous and minority language groups by decreeing a language policy that
gave recognition only to Afrikaans and English. This policy was mostly effective in the more urbanised city centres where the quality of service delivery in the public sector was much better than that found in the more remote areas.

African languages were deliberately developed as Ausbau-languages, that is, even where it was possible in linguistic and political terms to allow the varieties of a particular language cluster or sub-group, such as the ‘Nguni’ group, to converge into more embracing standard written form, they were systematically kept separate through lexical and other corpus-planning manoeuvres (Fishman cited in Alexander, 1992). Tragically the Anglo-centrism of the political, and to some extent of the cultural leadership of the oppressed people in effect, if not in intention, ensured the predictable outcome of these policies.

Following South Africa’s transition to a democracy, the ANC government sought to reverse this form of discrimination by initiating a multilingual language policy as stipulated in the Constitutional Framework (Madiba, 2005). The main reason for doing this was to dispel the dominance of English and Afrikaans and equally elevate the status of nine indigenous languages. The language policy for each province is consistent with the national language policy of eleven official languages whereby any one of the official languages is given priority or given official status according to the language demographics of each province.

Section 6 (3)(a) provides that a provincial government may use any particular official languages for the purpose of government, taking into account usage, practicality, expense, regional circumstances and the balance of the needs and
preferences of the population in the province concerned, but must use at least
two official languages. Section 6(4) requires provincial governments, by
legislative and other measures, to regulate and monitor their use of official
languages; and that all official languages must enjoy parity of esteem and be
treated equitably.

Language planning and language policy is, in South Africa a historically
sensitive concept and has been used as a means to exercise control and as a
form of suppression amongst indigenous language groups (Kamwangamalu,
2004). As a result, a language shift towards the dominant language(s) is likely
to threaten the vitality of the indigenous languages as well as the identities of
the speakers of those languages. In South Africa, the option of promoting the
African languages whilst also ensuring an extensive knowledge of English was
never considered seriously for reasons connected with the class aspirations of
the leadership during the apartheid era.

In a multilingual context, this is particularly significant where the recognition and
right to the use of one’s language in a public space or in the rendering of
services is effective in ensuring that there is equality in the power relations,
vitality and language identity among the language groups in context. Studies by
de Klerk (2000) and Bowerman (2000) show that the spread and dominance of
English has increased significantly among the isiXhosa language group in the
Eastern and Western Cape urban communities. Recent migration patterns also
show that there is an influx of isiXhosa speakers from the rural to the two urban
centres of Port Elizabeth (Nelson Mandela Bay) and Cape Town (Bekker, 2002).
Schuring (1990:14) provided a formulation for a new language policy for South Africa which included the following provisions:

1. The State guarantees linguistic freedom and other fundamental language rights.

2. The languages of South Africa are Afrikaans, English, Northern Sotho, Southern Sotho, Ndebele, Swati, Tsonga, Tswana, Venda, Xhosa and Zulu. The development of these languages shall be promoted jointly by central government and authorities at other levels.

3. The official language or official languages of any authority at any level of government is that language or those languages which have official status in the greater part of the geographically defined area or jurisdiction of that authority.

4. Any democratically elected authority at any level of government may by majority vote of more than 50%, add one or more South African languages to the present official language(s) of that authority, provided that English (or Afrikaans) must be added should one of these not be one of the present official languages, provided further that no authority shall have more than three official languages.

5. Any democratically elected authority at any level of government may by consensus agreement reduce its number of official languages to two, provided that English (or Afrikaans) remains as one of the two remaining official languages.
in addition to its official languages, any authority at any level of government may use for official purposes any one or more of the other South African languages, with or without regulations which such an authority may promulgate for regulating the use, translation and interpretation of the additional permissible languages.

Since the study deals with the Eastern Cape, it is therefore important to discuss the Eastern Cape Language Policy Framework.

2.6 Eastern Cape Provincial Language Policy Framework (ECPLFP)

The Eastern Cape Language Policy Framework acknowledges the provisions stated in the Constitution. It also agrees with the provision for the equitable use of all the official languages of the country, and for the promotion and development of the historically marginalized indigenous languages. Apart from the eleven official languages, the Constitution also recognises other languages such as Nama, Khoi, San and Sign Languages, which must also be promoted and developed.

It is understood that the use of indigenous languages will promote multilingualism, which will also promote human rights, facilitate effective administration and contribute to the development of the country’s economy, education and cultural diversity as a national resource. In 1995 the Language Plan Task Group (LANGTAG), was established with its main task being to act as an advisory committee to the Minister of Arts, Culture, Science and
Technology. Also it was to advise the minister about the processes to be followed and the issues to be addressed in order to arrive at an acceptable language plan for the country.

The Eastern Cape Language Policy Framework has taken into account the constitutional provisions on multilingualism and is in concert with the government’s goals for economic, socio-political and educational growth. Therefore the policy’s aims are to:

. facilitate equitable access to government services, knowledge and information;
. ensure redress for the previously marginalised official indigenous languages;
. initiate and sustain a vibrant discourse on multilingualism with all language communities;
. encourage the learning and use of other official indigenous languages to promote national unity, and linguistic and cultural diversity; and
. promote good language management for efficient public service administration to meet client expectations and needs.

The success of language policies in general, is achieved through careful language planning and implementation. The Eastern Cape Language Policy Framework is currently not known by the masses of the province. They are not even aware of their own linguistic rights. Very little effort has been made to
make the document known and to indicate that the province is promoting multilingualism. People at grassroots level in the Eastern Cape are unaware of such a policy in the province and must be educated in how important language usage is.

2.7 Language usage in the Eastern Cape

Language in the Eastern Cape is used primarily in the following spheres:

(i) Communication with members of the public: For official correspondence purposes, the language of the citizen’s choice must be used. All oral communication must take place in the preferred official language of the target audience. If necessary and possible, every effort must be made to utilise language facilitation facilities such as interpreting.

(ii) Government publications: A publication programme of functional multilingualism should be followed by provincial government departments in those cases that do not require publication in all four official languages.

(iii) Where the effective and stable operation of government at any level requires comprehensive communication of information, it must be published in all four official languages in the province.

(iv) In cases where government documents will not be made available in all four official languages, provincial government departments must
publish documents simultaneously in at least three languages. The selection of languages will be made as follows:

At least one from the Nguni group (isiXhosa and) at least one from the Sesotho group (Sesotho); English; and/or Afrikaans.

(v) A principle of rotation may in certain circumstances and where necessary be applied when selecting languages for publishing government documents.

(vi) National and International communication: Government communication at the national and international level will normally be in English (Language Policy Framework of E.C, 2007:13).

It has been stated also in the document that the policy will take precedence over inconsistent provisions of any other Bill on language use except the PanSalb Act, the National Language Act and the Constitution. PanSalb is empowered by the Constitution to investigate complaints about language rights violations from any individual, organization or institution.

2.8 Eastern Cape Municipalities

The Eastern Cape Province comprises the following municipalities; Amathole District Municipality, Cacadu District Municipality, UKhahlamba District Municipality, Nelson Mandela Metropolitan, Alfred Nzo District Municipality, The
Greater Kokstad Municipality, Umzimvubu Local Municipality and OR Tambo District Municipality.

Some of the above-mentioned municipalities do have language policies in place, but not all. For example, the Amathole Municipality’s language policy states:

- The Department is tasked with the promotion of multilingualism, redressing past linguistic imbalances and to developing the previously marginalized languages.

- It is the intention of the municipality to print and publish five manuscripts of different genres in as many Eastern Cape languages as is possible. (Amathole District Municipality language policy, 2007).

The language policies of the following District Municipalities, Cacadu, Alfred Nzo, Ukhahlamba and OR Tambo are all similar because they are based on the language policy of the Eastern Cape Province. They all recognise the four official languages of the province. Of the above, the Nelson Mandela Metropolitan Municipality as example, will be thoroughly discussed.
2.9 The Nelson Mandela Metropolitan Municipality

2.9.1 Background and Context

The Nelson Mandela Metropolitan Municipality is situated on the South Eastern Coast of South Africa and forms part, administratively, of the Eastern Cape Province. In 2001, Port Elizabeth, Uitenhage, and Despatch as well as surrounding areas, were incorporated to form the Nelson Mandela Metropolitan Municipality. The Metro has a population of 1.5 million, making it South Africa’s fifth largest municipality in terms of its population.

It boasts the honour of having the fourth best climate in the world for a coastal city. Nelson Mandela Bay is South Africa’s fifth largest city in terms of population and the second largest in terms of area, covering an area of 1,952km². It is the economic capital of the Eastern Cape and a popular tourist destination. The predominant languages spoken in this city are isiXhosa, English and Afrikaans.

Since the first occupation of South Africa by the Dutch in 1652, through successive periods of British rule, the Union of South Africa and subsequently the establishment of the Republic of South Africa and the apartheid regime, government language policy and the power elite failed to recognise South Africa’s linguistic diversity.
This resulted in language inequality and domination where dominance of English and Afrikaans created an unequal relationship between these languages and the African Languages. This situation was reversed only with the advent of democracy in 1994 and the Constitutional provision on official multilingualism.

Early in 2004, municipality officials were instructed by the Council to draft a language policy for the NMMM. They were faced with many challenges, one of them being the lack of knowledge of policy formulation. Nelson Mandela Metropolitan University experts in this field were consulted and a task team was established. All the stake-holders, including political office-bearers, appointed officials, linguists, legal practitioners, interest groups and media were invited and a steering committee was elected.

The steering committee appointed language policy drafters whose duty was to report to the committee from time to time. The duty of the steering committee was to identify problems regarding language in the Metro. In doing this, the National Policy Framework of 2003, Vision 2020, demographic and policy goals of the Nelson Mandela Metropolitan Municipality were scrutinized thoroughly. After all the steps were taken, it was time for drafting and then implementation to take place. It is of vital importance at this juncture to briefly examine the aforementioned documents which helped in formulating the Nelson Mandela Metropolitan Municipality (Somniso, 2007).
2.9.2 Vision 2020 of NMMM

The Language Policy of the NMMM is in line with Vision 2020. According to Vision 2020, the Nelson Mandela Metropolitan Municipality practises social justice in a culture of public participation guided by an efficient, accountable non-racial, non-sexist and sustainable environment (http://www.mandelametro.gov.za).

2.9.3 Batho Pele White Paper, Notice 1459 of 1997

The White Paper requires a complete transformation of communication with the public. Information must be provided in a variety of media and languages to meet the differing needs of different customers. It also provides a policy framework for the transformation of public service delivery and for the reorientation of government institutions to meet the needs of all citizens. This is essential to ensure the inclusion of those who are, or have previously been disadvantaged by physically, disability, language, race, gender, geographical distance or in any other way (http://www.info.gov.za).


The principle of equity deals with the quality of being equitable, fairness, and justice. The Constitution of South Africa (SA Constitution, 1996) prohibits any discrimination in the workplace on the basis of, among others, language. Each
government structure must agree on a working language(s) for communication purposes. Section 6(4) requires provincial governments, by legislative and other measures, to regulate and monitor their use of official languages, and that all official languages must enjoy parity of esteem and be treated equitably.

### 2.10 Specific goals of the NMMM

The Constitution and other related legislation evidently advocates the promotion of multilingualism of South Africa. In recognition of language diversity as a developmental resource and in order to give effect to the constitutional language provisions and promote the official languages of the Metropole, the language policy was designed to-

- promote the equitable use of the official languages of the Metropole and prevent discrimination on linguistic grounds;
- support, develop and sustain the practice of multilingual communication between the Municipality and its residents;
- redress the previous marginalization of isiXhosa as an official language of the Metropole;
- protect language diversity and promote knowledge of and respect for persons who use other languages; and
- promote good language management for cost-effective and efficient public service administration in accommodating the needs of residents (Somniso, 2007:7).
2.10.1 Internal Oral Communication

In addressing the problems that may arise regarding communication, the policy makes the following provisions;

. Any of the official languages may be used when communicating intra-departmentally, provided all involved in the line of communication are able to understand the language chosen.

. English must be used as the working language in intra- and interdepartmental communication should another language be chosen which is not understood by all in the line of communication.

. Any of the official languages of the Metropole may be used in any debates and all proceedings of the Council.

. The municipality must make provision for interpreting services (consecutive, simultaneous and whispered interpreting) from and into the three commonly spoken official languages at Council meetings, and other official committee meetings if an official request to this effect is received (Nelson Mandela Metropolitan Language Policy, 2001).

2.10.2 Internal Written Communication

. All official notices, statements, press releases, tariffs, by-laws, regulations and advertisements issued / published by the Municipality for public information must be made available in English and at least one other official language in the area of jurisdiction of the Municipality.
The Municipality must provide multilingual community interpreters from among its own staff as a support mechanism for written documents to assist the illiterate.

Departments of the Municipality must use a language register to ensure fair and equitable rotation practices.

Letters of demand shall be in English, isiXhosa and Afrikaans (NMMM, 2001).

2.10.3 Official Notices and Disciplinary Advertisements

All official notices, circulars, newsletters and advertisements issued by the Municipality for general public information, must be issued in all three official languages.

2.10.4 Disciplinary Hearings

All disciplinary hearings preferred or agreed upon by people presiding over the hearing shall be conducted in any official language.

2.10.5 Identification Signs

Identification signage and directions of municipal offices and facilities may be in the three official languages, where practical and with due regard to the constraints involved.
Where the law permits, the three official languages must be used equitably on local road signs and direction signs. For street names due consideration must be given to the community’s language usage and preference.

2.10.6 Code of Conduct

The Municipality must continuously ensure that Councillors and staff are sensitised to the value of multilingualism as a tool for building social cohesion, promoting economic development and consolidating democratic government through respect for cultural diversity.

2.10.7 Development and Education

All officials and councillors must be encouraged to become proficient in the three official languages and training programmes must be organised to assist in the development of their language skills. In the case of filling vacant posts, cognisance of the Municipality’s language policy must be taken into account.

2.11 Language Audit

Section 6 (3)(b) of the Constitution stipulates that no person must be discriminated against in terms of language usage and all Municipalities must take into account the language use and preferences of its residents within the
area of jurisdiction of the municipality language use must be determined by the means of a language audit (NMMM, 2001).

2.12 Analysis of the NMMM Language Policy

As Somniso (2007:8) states, the most important things to be considered during the formulation of a policy are the needs and priorities of individual communities. In ensuring that the NMMM has a steering committee to drive the process of language formulation, the issue of language rights is very important and has to be addressed.

The NMMM used some models in drafting its policy. Somniso quoting Cloete et al (2006:27) says that:

> a model is a representation of a more complex reality that has been simplified in order to describe and explain the relationships among variables, and even sometimes to describe how something should happen.

According to Cloete et al (2006:43), the policy decisions are not taken by a single decision maker, but are frequently the outcomes of negotiations between networks of policy stakeholders in different policy communities which may operate either inside or outside the public sector. The NMMM language policy targeted Metro officials, stakeholders (sometimes selected randomly), politicians, Councillors and academics.
This ensured an inclusive approach. The NMMM used this model because it combined government participants, groups and social interaction. It is more holistic and represents a more accurate perspective of contemporary policy processes. It is important now to discuss the language policies in schools of the Eastern Cape.

2.13 Language Policy in Schools

2.13.1 The Bantu Education Act

At the heart of the Bantu Education Act was the notion of ‘mother-tongue education’. UNESCO ([1953]) 1995:11 defines mother-tongue education as:

Education which uses as its medium of instruction a person’s mother-tongue, that is, the language which a person has acquired in early years and which normally has become his natural instrument of thought and communication.

Engelbrecht (1992), observes that the basic values of this philosophy, promoted a Christian philosophy of life with the emphasis on Calvinistic beliefs, supported the principle of nationalism (a national ideal, traditions, religions and cultures), mother-tongue instruction and parental involvement in education, and reinforced the doctrine of separate provision of education for groups of people with different languages, religion and cultures.
In support of this philosophy and especially the notion of mother-tongue education, the church preached that:

God had willed it that there [should] be separate nations each with its own language and that, therefore, mother-tongue education was the will of God (Malherbe, 1977).

What distinguished mother-tongue education for Whites from mother-tongue education for Blacks, was that the former was an education intended to promote White interests, to ensure that the White segment of South Africa’s population had access not only to the languages of power, English and Afrikaans, but also to the privileges with which these languages were associated (Baldauf et al, 2004).

Bantu Education was instituted to create people who would be functionally illiterate and economically shackled. The schools were organized to teach them the “master’s language” and to provide them with a limited vocabulary. The educational system provided Blacks with elementary-level literacy and trained them in discipline and the skills of manual labour in order to instil in them feelings of inferiority, for example: a curriculum of carpentry for boys, dressmaking, cooking and laundering for girls, and gardening for both (Makoni et al, 2003). Makoni (1993) also points out that the majority of urban African children speak some kind of creolised argot that is far removed from the standard version of their mother tongue.
Language is a crucial factor in the development of human communities, therefore language is fundamental to education development, in particular in the sense that learners who receive their instruction in their mother-tongue, will achieve competence in all their fields of learning more effectively including the acquisition of additional languages.

As Malherbe (1977:546) observes, for Dr Verwoerd, who engineered the apartheid system and its laws, the aim of the Bantu Education Act was:

Firstly, to teach a Black child that he [was] a foreigner where he [was] in White South Africa, or at best, stateless, that equality with Europeans was not for him; there was no place for him in the European community above the level of certain forms of labour, for that reason it [was] of no avail for him to receive a training which [had] as its aim, absorption in the European community.

Secondly, it seems that during the apartheid era, one of the motives behind the drive for mother-tongue education was linguistic nationalism, that is, the identification of language with national or group self-interest. He also says that for the Afrikaner, the Afrikaans language became the symbol of the struggle for national identity, and in the course of time, the State school was seized upon as the means to foster that consciousness of ‘a nation with a God-given destiny’.
This struggle was aimed at achieving one prize, namely to make Afrikaans the sole language of South Africa. This is clear from the statement by Mr J.G. Strijdom, a former Prime Minister of South Africa: “Every Afrikaner who is worthy of the name cherishes the ideal that South Africa will ultimately only have one language and that language must be Afrikaans” (Malherbe, 1977:72). The rationale behind this statement was the myth of “one-nation-one-language”.

Regarding the importance of the mother-tongue, it is an inseparable part of growing up as a normal human being. Faced with a linguistically diverse student population, educational policy makers have a number of options with respect to the medium of instruction. They could, for instance, designate a single language as the main medium of public education and offer special immersion programmes for children who enter the school system with limited proficiency in this language.

Alternatively, they could designate a single language of instruction but introduce a programme of bilingualism for children with limited proficiency in this language. In such a programme, students take certain subjects in their home language, while they are acquiring proficiency in the designated language.


The Black pupils resisted first-language education, as promoted by the Bantu Education Act, because they recognised it for what it was: one of the strategies to deny the Blacks access to higher education and thus
restrict their social and economic mobility. Black pupils saw education in their mother-tongue as a dead-end, a barrier to more advanced learning.

For African people, the view that English was an instrument of domination was reiterated by the current ruling party (the ANC), as recently as 1992, when English was referred to as ‘a shackled language’ in the statement:

English is in many ways a shackled language in the sense in which any language that has been used for exclusion, division or domination is a shackles language: it becomes trapped in the interests of money makers and power makers (ANC, 1992:7).

According to Mesthrie, (2002), a racial and ethnically segregated education system was central to the maintenance of these boundaries, separate White and Coloured education departments were further divided along linguistic lines, each with its own Afrikaans and English medium schools, some of which were dual or parallel medium. The Black pupils did not acquire an adequate command of the high status languages.

The resistance to first language education was the resistance to Verwoerdian instruments of repression, intended to limit access to English (Alexander, 1997:84). He adds:

For such education will enable them to compete with their White counterparts for well paying jobs and prestigious career options. For an
illiterate person it will be difficult to even go for a job interview or helping his children with their school work.

Hamers et al, (2000), describe an illiterate person as:

someone unable to complete many reading and numeracy tasks that adults commonly face in everyday life.

The legacy of the Bantu Education Act foreshadowed the current negative attitudes towards the use of African languages as languages of learning and teaching. This is a major obstacle to efforts to promote these languages. It is against this background that the current multilingual language policy was developed and enshrined in the country’s new Constitution and can be viewed as an attempt to break with past languages-in-education discriminatory policies.

It can be deduced that African culture was not acknowledged, while members of dominant groups promoted stereotypes of Africans as not deserving to be included as part of the “civilised” world.

2.13.2 An analysis of Language Policy in Eastern Cape Schools

The LANGTAG (1996:12) document states that:

Decisions with regard to language-in-education policy should take into “account the wishes and attitudes of parents, teachers and students”.
Obviously, students in schools are an integral part of the learning/teaching process; they are the ones who sit in classes day after day typically on the receiving end of decisions made about what is to be taught, how it is to be taught and why in the first place it should be taught. Although they have an insider’s view of what is going on, their perceptions of what they observe and experience are seldom taken into account.

Several schools in the Easter Cape were visited, some of them former Model C schools and others schools in the previously disadvantaged areas. One of the former Model C schools which was visited is Linkside High School in Port Elizabeth. The medium of instruction at this school is both English and Afrikaans. Announcements, assemblies and newsletters in this school are done in both languages. Provision for African learners is not made and in spite of the Language Policy of the Province recognizing four languages as official languages of this Province, school tuition is carried out only through the media of English and Afrikaans.

Another school which was visited is Pearson High School, also in Port Elizabeth. In its language policy document it states the following:

- Language of instruction is English.
- First additional language is Afrikaans.
- Second language is isiXhosa.
- Languages taught in the school reflect the learner communities home languages, and policy will be adapted according to this where necessary.
There is no language policy in place in the former disadvantaged schools in Alice, Peddie and King Williams. In the rural areas of the Eastern Cape, the medium of instruction is English. IsiXhosa is only used in isiXhosa classes, but all the learners are isiXhosa speakers. Teachers resort to code-switching when conducting lessons, reason being to make the learners understand more easily.

The Western Cape Department of Education (2002:3) argues that:

Most modern research confirms that a sound foundation in the mother-tongue facilitates the learning of additional languages. It also supports the intuition that children who are obliged to learn through a language they do not know are in most cases extremely disadvantaged and unable to catch up.

Also Sonkwala (1992: 10-25) says that countries such as India, Lebanon, Haiti, Malawi, Philippines and Bangladesh are using the mother-tongue as language on tuition. He says that these countries are not doing this because they are poor; also South Africa is ready to teach in isiXhosa, especially in the Eastern Cape. This will even boost the Grade Twelve results.
Haasbroek (1986:38) agrees with this by saying:

It was found that children in Holland whose mother tongue was Dutch and who received their education through their mother tongue showed much better results than children in Holland who were taught through a language which was not their mother tongue.

Somniso (1996) says when teaching children whose mother-tongue is isiXhosa through the medium of English or Afrikaans, you are causing those children not to enjoy learning. Children when taught in a foreign language are placed in a disadvantage situation.

Endley (1983:17) also agrees with Haasbroek and maintains that:

The pupils remain passive observers rather than active participants in the teaching-learning situation.

Webb (2005) is also against the notion of teaching Xhosa-speaking children though the medium of English as he maintains that this contributes to their poor performance in Grade Twelve. Within this context, it is also important to briefly discuss the situation at tertiary level since basic education forms the foundation at universities. The Nelson Mandela Metropolitan University is a fine example
of a tertiary institution that has wholeheartedly embraced the country’s language policy.

2.13.3 Language Policies in Tertiary Education

To improve throughput rates in higher education, it is important to investigate ways in which instruction can be made more effective when students have to use language(s) that are not their home or primary language. The Language Policy of the Nelson Mandela Metropolitan University (NMMU) is designed to be consistent with Sections 6 and 29(2) of the Constitution of South Africa, Section 27(2) of the Higher Education Act of 1997, the National Plan for Higher Education of 2001, Language Policy Framework for South African Higher Education, and the report from the Gerwel Committee, January 2002, on the position of Afrikaans in the University system (NMMU Policy Doc, 2005).

Nelson Mandela Metropolitan University as an example of a tertiary education institution, is situated in Port Elizabeth. In the context of the geographical area served by the university, this would mean the appropriate and sensible utilisation of established proficiency in the languages best known to learners, coupled with the enhancement of academic skills in English as the predominant language of tuition and assessment.

By introducing the language policy, the university embraced the imperative to develop and promote the isiXhosa language and culture and to ensure as far as possible the retention and strengthening of Afrikaans as an established
language of scholarship and science. When implementing this language policy, the University took into consideration the NMMU’s Vision and Mission Statement.

The recognition of the linguistic and cultural needs was also considered. It was agreed that the official languages of the NMMU will be English, Afrikaans and isiXhosa and its corporate must reflect this lingual identity. According to the Policy Document, the language of internal governance and of administration will be English.

In South Africa, as in most post-colonial countries, it is extremely important to investigate ways in which instruction can be rendered more effective when students encounter language(s) that are not their home or primary language in formal instructional settings. African universities are investing huge sums of money in academic support programmes, particularly the development of academic literacy in the first year of study.

However, it is self-evident that general academic (languages) support in the first year, will not address the problems that students may encounter with discipline-specific, academic text in later years. Language proficiency in the discourse of a discipline requires specific reading and writing skills, including the ability to recognise appropriate forms and organise appropriate and relevant responses (University of Stellenbosch document, 2006).
It is a known fact that English is the international language of communication in science and in business, and is the preferred medium of teaching, learning and assessment in most programmes with the exception of language and literature departments where other languages are studied. The implication is that not all official languages need to be used equally for all domains and at all levels of usage, so that certain functions may be performed only in English, others in all three languages.

The document also states that if the language needs in a particular programme and practical considerations (such as the language competence of the lecturers, external examiners and students, class size and composition and infrastructure) warrant it, a faculty board can be requested to allow isiXhosa or Afrikaans to be used as the language of teaching and assessment. However, the choice of language must not have a negative impact on access for other language groups.

For the language policy of the NMMU to ensure internal coherence, the teaching and assessment policies of the university must be in equilibrium with the language policy. At the NMMU, all three languages will be used to generically identify offices and facilities. Concerning the African languages, resources will be made available to develop and expand isiXhosa for educational and technological purposes as required. The NMMU also will ensure effective communication with people with disabilities in dealing with students, staff members and the public.
To achieve this objective, the following measures will be implemented:

. People with physical disabilities will be accommodated through the provision of information in localities where they can read or hear it, e.g. by lowering counters and having notice boards for people using wheelchairs and providing access to important information via website pages, and bulletin boards.

. For people with vision disabilities, the NMMU will strive to provide information in Braille, raised letters, large print, audio cassette or other audible medium, such as a dial-in telephone service.

. For people with hearing disabilities, the NMMU will strive to provide visual information, including sign language.

. For people with speech disabilities, the NMMU will strive to provide alternative media of communication, e.g. by allowing them to use writing to communicate with officials.

The NMMU taking into consideration the issues raised above, recommended that concrete steps be taken to foster multilingualism and multilingual awareness. To facilitate this process the following recommendations were made:

. Programme/ degree committees give consideration to the introduction of a relevant Southern African language requirement (as a credit-bearing
course). In some facilities this may take a form of workplace-orientated, communicative course (as has been the case in Health Sciences).

- Academic and administrative staff be provided with appropriate language learning opportunities and training in ESL teaching and multilingual awareness.

- Human Resource give consideration to the notion that staff efforts to learn another South African language or to undergo training in ESL teaching be recognised for the purposes of performance appraisal.

- Student Development and Services and the Residences sector be asked to develop appropriate informal opportunities for the promotion of multilingualism and for English first language speakers to hear and speak other South African languages with their peers.

- NMMU promotes multilingualism in the environment by, for example, creating signage in public spaces in the three official languages of the Province; producing some documentation in English, isiXhosa and Afrikaans and acknowledging and celebrating multilingualism at official gatherings.

In its Draft Policy, the NMMU recognises the process of transformation that includes the recognition of multilingualism as a resource for learning and development (NMMU Language Policy, 2005).
This chapter also discusses the linguistic rights as provided in the “Bill of Rights”. This aspect forms the backbone of a multilingual language policy.

2. 14 Multilingualism in a Democratic South Africa

Everyone has the right to use language and to participate in the cultural life of their choice, but no one exercising these rights may do so in a manner inconsistent with any provision of the Bill of Rights (Section 30 of the Constitution).

Everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure the access to, and implementation of, this right, the state must consider all reasonable educational alternatives, including single medium institutions, taking into account;

(a) Equity
(b) Practicability: and
(c) The need to redress the results of the past racially discriminatory laws and practices” (Section 29(2) of the Constitution).
2.14.1 Equity

Equity is defined in the Oxford English Dictionary (Sixth Edition:1976) as:

the quality of being equal or fair; fairness, impartiality, even-handed dealing; what is fair and right; something that is fair and right.

Also there must be clear understanding between equity and equality, the latter is described in the dictionary as:

the condition of being equal in quantity, amount, value, intensity, etc., the condition of having equal dignity, rank or privileges with others; the fact of being on an equal footing.

2.14.2 Practicability

According to the Oxford Dictionary practicability means that something must be put into practice. This means that the development of language in South Africa, the promotion of South African languages must be visible. As stated earlier, grassroots participation in language development must be promoted and people’s attitudes must be changed towards the use of African Languages.
2.14.3 The need to redress the results of the past racially discriminatory laws and practises

As the Constitution stipulates, every one has the right to use the language of his/her choice, it is important to address the imbalances of the past where language development is concerned. The language that should be used in National Government documents is the language that is understood by the people concerned.

The Language Policy of the Country together with the Department of Education must determine which languages are to be used as media of instruction and which are to be taught as subject matter, taking into consideration the relationship between languages of wider communication and the languages of instruction at different levels and for different purposes. In order to make these decisions, educators must have considerable knowledge of the language situations both within and outside the classroom.

They must also know the existing varieties of the languages as well as where and when they are used. Any decision about the language medium in schools will have major implications. Currently, English is the major language medium at higher primary and secondary level, yet most of the teachers do not have an adequate command of the language to enable their pupils to make nuanced distinctions.
South Africa is a country of many languages and tongues. However, our languages have not always been “working together”. In the past, the richness of our linguistic diversity was used as an instrument of control, oppression and exploitation. The existence of different languages was recognised and perversely celebrated to legitimise the policy of “separate development” that formed the cornerstone of apartheid. Languages were therefore not accorded equal status. The policy of “separate development” resulted in the privileging of English and Afrikaans as the official languages of the apartheid state and the marginalisation and under-development of African and other languages.

The use of language policy as an instrument of control, oppression and exploitation was one of the factors that triggered the two great political struggles that defined South Africa in the twentieth century, namely the struggle of Afrikaners against British imperialism and the struggle of the Black community against White rule. Indeed, it was the attempt by the apartheid government to impose Afrikaans as a medium of instruction in Black schools that gave rise to the mass struggles of the late 1970’s and 1980’s.

The role of all our languages “working together” to build a common sense of nationhood is consistent with the values of “democracy, social justice and fundamental rights”, which are enshrined in the Constitution. The Constitution, in line with its founding provisions of non-racialism, non-sexism, human dignity and equity, not only accords equal status to all our languages, but recognises that given the marginalisation of indigenous languages in the past, the state:
must take practical and positive measures to elevate the status and advance the use of these languages” (Section 6(2) of the Constitution).

The ability to speak more than one of South Africa’s official languages and the development and promotion of respect for all languages used by South Africans constitutes foundation values of our post-apartheid society. The South African Languages Draft Bill postulates, among others, the following objectives of a democratic language policy in a multilingual South Africa:

(a) To facilitate individual empowerment and national development by promoting the equitable use of the official languages and thus ensuring that South Africans have the freedom to exercise their language rights by using the official language/s of their choice in a range of contexts. This applies in particular to equality of access to government services and programmes, as well as to knowledge and information through using language and speech technology.

(b) The Working Group on Values in Education, in its report to the Minister of Education entitled “Values, Education and Democracy”, identify multilingualism as one of the six basic values that have to be promoted through the educational system.
Among other important propositions, it is stated that:

There are two main values we wish to promote in the area of language, namely, firstly, the importance of studying through the language one knows best, or as it is popularly referred to, mother-tongue education, and secondly, the fostering of multilingualism (Council on Higher Education Document, 2001:3).

2.15 Conclusion

It is clear that there are still loopholes in the language policy of this province. The Constitution states that the national government and provincial governments may use any particular official language(s) for the purposes of government, taking into account usage, practicality, expense, regional circumstances and the balance of the needs and preferences of the population as a whole or in the province concerned.

As Bamgbose (1991:113) states:

If the policy is couched in sufficiently general terms, it may go down well, since it will be a ‘catch-all’ formula that may be interpreted in a flexible manner.

Looking back at language policies of the Municipalities and schools, what is clear however, is that language practices in most of the country’s institutions
ignore the principle of language equity enshrined in the Constitution: “All official languages must enjoy parity of esteem and must be treated equitably” (The Constitution, 1996, Section 6 (2)). Some of the Municipalities visited did not have a language policy in place, this shows that service deliveries in those municipalities are not done correctly. At schools it is clear that some of the former Model C schools are still continuing with the old system by not recognising the official languages of this province. This in return jeopardises the chances of the learners whose mother- tongue is not English or Afrikaans.
CHAPTER 3

CHALLENGES FACING ISIXHOSA IN THE EASTERN CAPE

3.1 INTRODUCTION

This chapter focuses on the problems facing municipality and schools in using indigenous languages. The Eastern Cape Language Policy Framework put forward isiXhosa and Sesotho as official indigenous languages of this Province.

For official correspondence purposes, the Eastern Cape Language Policy Framework (2007:13) states that, languages of the citizen's choice must be used. Furthermore, all oral communication must take place in the preferred official language of the target audience.

In cases where government documents will not be made available in all four official languages, provincial government departments must publish documents simultaneously in at least three languages. At least one from the Nguni group (isiXhosa and) at least one from Sesotho group (Sesotho), English and /or Afrikaans. Having said that, it is important to look at the usage of isiXhosa in Municipalities.
In their language policy documents, the Greater Kokstad Municipality states that, any of the official languages may be used when communicating intra-departmentally, provided all involved in the line of communication are able to understand the language chosen. The Nelson Mandela Metropolitan Municipality acknowledges this by stating that, citizens should be assisted in their preferred language, be it Xhosa, English or Afrikaans.

As it has been revealed earlier by the statistics of the linguistic profile of the Eastern Cape that the dominant language in the Eastern Cape is isiXhosa, isiXhosa speakers are supposed to be catered for when formulating municipal documents. IsiXhosa, Afrikaans, English and Sesotho were accordingly declared to be the official languages of the Province, therefore it is imperative to recognise them.

The study conducted reveals that whilst the municipalities acknowledge the official languages of the province, practically this is not practised. Municipal documents are still written in two languages namely, English and Afrikaans. Also adverts and municipal publications are in these languages. Meetings and interviews are also conducted in English, whereas the Constitution stipulates that no person must be discriminated against because of his/her language.

The Eastern Cape Language Policy Framework (2007) also states that, where the effective and stable operation of government at any level requires
comprehensive communication of information, it must be published in all four official languages in the province. It further states that, public hearings, meetings, other public participation events and disciplinary hearings may be conducted in any official language of preference of anyone involved in such hearings, meetings, failing which translation services must be rendered for the benefit of everyone in the meeting.

Identification signage and directions of municipal offices and facilities may be in four commonly spoken official languages, where practical and visible due to the constraints involved. Also in this case, the study has found that signs and directions are still written in English and Afrikaans, whereas it is stated in the Constitution that the four commonly spoken official languages must be used equitably on local roads signs and directions.

Somniso (2007:7) states that, in deciding on the language used for the generic component of names of buildings, streets and other entities, the criterion of functionality is recommended. Having discussed that it is of vital importance to discuss some of the views of the municipal employers and employees.

### 3.2.1 Views of the Municipal employers and employees

Of the questionnaires that were randomly distributed, following are some of the questions and responses received.
Question 3  Which language(s) do you use at work?

The response was, 60% of the respondents’ home language is isiXhosa and 30% are English speaking people and the remaining 10% are Afrikaans speakers.

Question 4  Does your employer practice multilingualism?

Employees stated that they were addressed in English and also meetings were conducted in English.

Employer

Question 8  Which language(s) do you use when communicating with the employees?

Employers stated that they have people form different cultural backgrounds, and English is used to communicate with them

Question 11  Do you have any problems dealing with people from different cultural backgrounds at work?

The employers said it is difficult for some employees to communicate in English, but also stated that the municipality is trying its best to develop and promote the usage of multilingualism.
Resume:

On the basis of responses received from the employers and employees of the municipality, it is clear that a lot needs to be done in developing multilingual usage in municipalities. Having dealt with the usage of isiXhosa in municipalities, it is important also to discuss mother-tongue education.

3.3 Mother-tongue Education

Mother tongue education refers to the use of learners’ mother-tongue as medium of instruction. UNESCO (2003:15) describes the term “mother-tongue” as follows:

- The language(s) that one has learnt first;
- the language(s) one identifies with or is identified as a native speaker of by others;
- the language(s) one knows best and the language(s) one use most.

Keller (1997:134) defines mother-tongue education as:

education which uses as its medium of instruction a person’s mother-tongue, that is, the language which a person has acquired in early years and which normally has become his natural instrument of thought and communication.
It has been mentioned that several pieces of legislation spell out provisions for language rights in general and specific terms. The new language policy makes provision for the development of indigenous languages so that these can function beyond the traditional domains of home, family and immediate community, in domains such as media, the education system, science, and technology (Department of Education; Department of Arts and Culture, Science and Technology, 1996).

There is an urgent need to develop indigenous languages so that students can access science and technology through the medium of their mother-tongues. Sonkwala (1992:69) says:

> Reinforcement is established when the mother-tongue is used to explain the content or subject matter of what has been taught.

Sonkwala (1992:69) also suggests that:

> The pupil’s understanding and comprehension is enhanced through the use of mother-tongue.

De Wet (2006:5) agrees by saying:

> Learners are normally psychologically more at ease with their home language, therefore
true insight and application of content are more effective.

Again De Wet continues saying that:

Learners generally study and learn the best in their home language, hence the use of IAL especially because learners would be psychologically at ease, therefore optimal learning would be facilitated.

Various studies that were done in African countries (Nigeria 1970, Tanzania 1971, Mali 1985, and South Africa 1990), have confirmed that children learn faster and perform better if taught through the medium of their mother-tongue, (Batibo, 2005:29).

The biggest challenge facing language professionals in South Africa today is the interpretation and implementation of national language, and language education policies in ways that lead to African and additional languages being used effectively in order to ensure multilingual parity in educational, economic and social spheres.

Some of the following questions and responses are from teachers who experience the problem of mother-tongue education at first hand.
3.3.1 Teacher's views on mother-tongue education

**Question 3** Which language do you use as the medium of instruction?

IsiXhosa was the mostly widely-used language for conducting devotion assembles at schools. Only a few indicated that English is used as the medium of instruction in their schools.

**Question 5** Does your school have a language policy?

Most of the schools in the townships do not have a language policy, only the former Model C schools admitted in having the language policy.

**Question 13** What do you think of mother-tongue education?

Most of the teachers' response was, they prefer mother-tongue education for learners because they see the difficulties which their learners are faced with in communicating in English.

**Question 15** What effect will this have to the learners?

Some of them stated that they will have better understanding of the subject matter and maybe this will improve their results when they reach Grade 12.
Resume:

Most South African students of Applied Language agree that the most difficult obstacle to the rapid development of the African languages is what Ngugi wa Thiong’o has called ‘the colonised mind’, that is to say, the fact that the vast majority of black people simply do not believe that their languages can or should be used for higher-order functions even though they cherish them and are completely committed to maintaining them in primary spheres of the family, the community and the church (Alexander, 2004:121).

English is perceived as the language of science, technology, employment, across the border and international communications and business of the state Kamwangamalu (2001). That is why parents respond by attempting to anglicise their children and insisting that they learn English at school. Recent press reports indicate that the number of students studying African languages at universities including the NMMU has been declining each year since 1996.

Nyamende (1994:213-214) agrees with this, saying:

Not only are isiXhosa variants denigrated today, but even isiXhosa, the standard dialect, as a school subject or university course, is looked down upon by school people as a subject for the simple-minded and or rustics.
Biseth (2005:1) is of the opinion that:

The trend of English as a lingua franca in domains like economy and science, influence the choice of language of teaching and learning. Education in the mother- tongue loses ground to English and this alters the status a language is given.

Olivier (2006: 4) agrees with the above statements by saying:

This is quite a contentious issue as parents want their children to rather study in English than in their own languages. Possible reasons that maybe are:

. to ensure a successful financial and social future parents may think it necessary for pupils to know an international language such as English;
. parents may believe that the job market demands knowledge of English.

Unless the communities’ negative attitudes change towards the indigenous languages, the chances of promoting and developing these languages will be negligible.
3.4 The Public Perception of African Languages with special reference to isiXhosa

Attitudes towards the use of African languages as media of instruction have been negatively influenced by the language policies under the apartheid government which in 1953 extended the use of mother-tongue as medium of instruction for African learners from the first four to the first eight years of schooling, not for pedagogical purposes, but rather to further their policies of separation and discrimination.

De Klerk (2000) indicated that although access to English was one of the factors motivating township parents to send their children to formerly White schools, they were also motivated by the expectation that these schools would provide better resourced and a more stable learning environment. The preference for English as the language of learning and teaching expressed by many teachers, parents and learners is not unequivocal. Research indicates that African languages are deeply valued for reasons of culture and identity Barkhuizen (2000).

De Klerk (2000) draws a similar conclusion in her investigation into language practices in isiXhosa-speaking communities in Grahamstown. Her study reveals that isiXhosa parents not only choose to send their children to English-medium schools, but also encourage them to speak English rather than isiXhosa at home. The following extract from interviews between (De Klerk, 2000:93-94,103) and isiXhosa parents is most revealing. It shows that, for
mostly economic reasons, parents prefer English to isiXhosa for the education of their children:

There is a tradition between my children and me that if they catch one another speaking isiXhosa, they use two clicks to remind the other to speak English. They hardly speak isiXhosa..... all the time they like English. I don’t encourage them to speak isiXhosa, not at all. I am Xhosa, but I can’t use it anywhere else, isiXhosa cuts you off.

The fast growth of English and its dominance in the domains of science and technology as well as in sport and music contributes greatly to most of the negative attitudes parents have towards isiXhosa. Slow language elaboration projects add to the impression that African languages cannot function in the same domains as the world languages.

Observation on this research shows that although students claim the ability to express themselves more adequately in their first language, still they choose or prefer English over isiXhosa since English is widely considered as the language of economy, power and advancement.

The implications regarding these interviews, suggest that unless Black communities value their own languages, as the Afrikaners have valued theirs since the era of Anglicization, the Government will be powerless to enforce change and top-down efforts to promote the indigenous languages will not
succeed. This study demonstrates the challenges brought about by introducing eleven languages in South Africa and the use of one language in a multilingual society.

The Constitution (1996) stipulates that:

Matters such as the medium in which a pupil's instruction takes place and the number of languages that are to be compulsory school subjects may not conflict with the language clause in the Constitution [Section3] nor with Section 32, which provides that every person shall be entitled to instruction in the language of his or her choice.

The government, assigned bodies such as the Pan South African Language Board and the Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities to attempt by every means to restore the dignity of the African languages. Citing a 1992 ANC’s language policy document, Heugh (1995a:341) reports that large sections of Black urban communities have already pressurised primary schools into beginning with English as the medium of instruction from the beginning.

Roodt (2000) also found out that 80% of black parents want their children educated in English, 1% prefer Afrikaans and only 1% an indigenous African
language. This statement serves to show that even speakers of isiXhosa do not value their language and also perceive it as a language of lower status.

In Section 29 (2) the Constitution stipulates that:

Everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable.

It is imperative to discuss the challenges facing the use of African Languages in Education.

3.5 Disadvantages of using African Languages in Education

Mother-tongue education implies the compulsory use of learner’s "mother-tongue" as medium of instruction. In South Africa such a policy would be highly problematical, for various reasons: (a) the term "mother-tongue" is problematic in South Africa, since a learner’s primary language (the language used most often in everyday life) is sometimes not the language of the mother or the father, but rather the language of the immediate neighbourhood or community, and (b) the term, like ethnicity, is stigmatised and its use in any debate in the politics of language will tend to cloud the issue (Webb, 2004:152).
Although it is ideologically understandable that African languages should receive attention in an African country because of concerns such as culture and identity, in practical terms the hegemony of English is a fact of life. The problem in South Africa, as the writing team from the University of Witwatersrand (1998:1) points out, is the fact that English has a colonial past but a global future.

As a result of past language policies, and particularly the Bantu Education Act, most African people attach a higher value to English than to their mother-tongue, which they believe to be deficient and unsuitable for use in modern society (Maartens, 1998). This has resulted in Black parents demanding that their children be taught in English at school and not in an indigenous African language. The results of the investigation based on interviews show that 80% of African parents prefer their children to receive their tuition in English.

Another finding of De Klerk’s study (2000) shows that there is considerable internal conflict in the minds of both the parents and the children undergoing the shift as to the future role of isiXhosa language and culture in their lives. If the trend towards language shift as described in this study continues, one can project that, in the next two generations or so, the indigenous languages, especially the minor ones are most likely to be replaced by English.

African language speakers have been made to believe that the status of their language is below that of English. This perception has discouraged and influenced negatively literate Africans from speaking their languages. Some
students who were interviewed, said that they were told that, they were not civilized if they could not communicate in English, and isiXhosa is a language of ‘lower status’.

3.6 Advantages of using African Languages in Education

In South Africa, the high prestige of English and the negative social meaning of the African languages in high function public contexts have led to a strong preference for English as medium of instruction. Parents must be convinced that indigenous languages are as valuable in education of their children as is English. The Constitution gives African children the right to choose to be taught and to learn in their mother tongue.

De Wet (1998:119) agrees by saying:

The Government’s acknowledgement of the people’s language rights is in line with the widely published educational principle that on psychological and pedagogical grounds the home language is the most appropriate for imparting skills of reading and writing, particularly in the first years.

Gxekwa (2009:6) citing The Department of Education (2002) says:

The learner’s home language should be used for
learning and teaching whenever possible, which is consistent with the Constitution, the Language in Education Policy and other official documents.

Government is using these tools, especially, education, to restore the dignity of the African languages. Section 29 (2) of the Constitution states that everyone has the right to receive education in the official language of their choice in public educational institutions where education is reasonably practicable.

Olivier (2006:1) agrees with the above statements by saying:

Black learners should receive mother-tongue teaching in lower and higher primary grades with transition to English and Afrikaans thereafter.

Granville (1998) also believes that children should be given education in the language that has material power in order to shape their future. If the African languages are not the languages of power, then the speakers of the languages should be allowed to empower themselves in the language of power, which in this case, is English.

De Klerk (2002:7) has this to say about the shortage of material in African languages:

The language policy is not in tune with the socio-economic environment of the learners.
The lack of resources (for example text books) in African languages is one of the factors in determining why schools choose English as medium of instruction instead of African languages. That is, they have no choice.

It is clear according to these statements that there is a dire need to develop materials for African languages in order to improve their standard.

Heugh (1999:165) agrees with this statement by saying:

There can be no equality of education in South Africa until there are materials (text books) in each of the learning areas from Grades 1-12 in all official languages, until matriculation examinations can be written through each of these languages.

Appropriate measures should be taken to remove all obstacles around the issue of which languages to use as media of instruction. The development of the use of isiXhosa as a course or subject in all faculties is necessary, particularly in the Faculties of Arts. It would then become essential to develop new isiXhosa materials for this department, so as to attract more students to considering careers in the Arts. To add to this notion of developing African Languages, Cape Town University’s Language Plan Development(2003:4) advocates:
encouraging students to use their home languages in class as a scaffolding tool to clarify ideas and concepts

conducting writing centre and staff/student consultations in the home language

developing glossaries/concept dictionaries of difficult course-specific concepts with students

where appropriate, allowing students to write in their home languages as a scaffolding device

providing orientation materials in the home language

translating essay topics to the home language

training tutors to use multilingualism as a resource

developing multilingual textbooks.

Along these lines, as Cooper (1989:72) states, mother-tongue education as a marketing problem entails:

developing the right product backed by the right promotion and put in the right place at the right price.

Concerning the product, Cooper says that language planners must recognise, identify, or redesign products in order for potential consumers to find them attractive. That is, a person motivated to buy a product must know where to find it, and view its price as the key to determining its appeal to the consumer. There are several sound educational arguments in favour of using African
languages as media of instruction. Pointed out by Webb (2004:157), these include the following:

- Since learners will be learning in a language they know very well, the use of the African languages as media of instruction can contribute to better knowledge and skills development and to higher literacy and numeracy levels, which will eventually lead to higher workplace productivity, more effective competitiveness, higher wages and a fairer distribution of national wealth.

- Such increased cognitive, social and effective development will result in more effective learning skills in general, from which the learning of English will also benefit.

- The use of the African languages as media of instruction will contribute to a lower drop-out rate, a reduced rate of repetition and higher pass-marks, which mean better returns on state investment in learners’ education.

- The use of first languages will mean that learners will be able to engage effectively in the negotiation of identity as well as the negotiation of symmetric classroom relationships, which are vital to educational success. Furthermore, since their use as media of instruction implies that the first language will be maintained and promoted, along with the associated cultural identities, an increase in self-confidence and emotional security can be expected, which will have clear educational benefits. It has been demonstrated that first language maintenance has a positive effect on second-language acquisition.
The use of the African languages as media of instruction will imply that the study of the first language as a subject will have a more central role in the school programme, which will, in turn, contribute to improved linguistic knowledge and skills, since this is the basic aim of the formal study of the first language.

Finally, such a policy will mean that the cultural and emotional transfer from the home to the school will be less traumatic, and that there will be more effective parent-involvement and support for learners from their homes.

The argument for the use of African languages as media of instruction is validated in situations where one faces a challenge around English language proficiency standards which are either inadequate or not up to scratch.

These include the following:

- The English-language proficiency of Black learners is generally adequate for effective learning, that is, for use at an abstract, symbolic level of thought, particularly in working-class communities and in rural areas.
- The use of English Second Language as medium of instruction in such circumstances is not cost-effective; it leads to poor education performance and high drop-out and repeat rates.
- The use of English as the medium of instruction may lead to a poor self-image, a lack of self-confidence and emotional insecurity and thus to underdeveloped cognitive skills and poor academic progress.
The effective development of English-language proficiency necessary for effective educational development across the population (thus including the working class) will take a long time, which means that the disadvantaged citizens of the past will remain so, thus continuing to bear the burden of such a medium-of-instruction policy.

Among other things, the education authorities are faced with challenges, that include explaining to the parents, teachers and children the implications of teaching and learning through a certain medium of instruction, and succeed in convincing them of the pedagogical and cultural advantages associated with promotion of mother-tongue education, and with promotion of individual and social bilingualism (Lopes, 1997:25).

3.7 Challenges facing Language Planning with specific reference to isiXhosa in the Eastern Cape

IsiXhosa is the second largest language spoken in the country. It forms part of the Nguni group, the largest language group in South Africa, comprising 18 million speakers. Most of isiXhosa speakers are in the Eastern Cape and Western Cape. Given its predominance, it plays a significant role in the social, cultural, economic and political spheres of the Eastern Cape community.

It follows, that this language plays an important role on a number of levels in society at large, as well as work contexts where people have to co-operate with one other in the production process. On the level of social interaction they also
need to speak the language of their regions. In the state’s provision of social services, it is also important to relate to people in the language that they understand best. The Language Plan Task Group (1996:9) which deals with languages in South Africa has this to say:

Language is a fundamental human right that no person should be prevented from the use of his or her own choice within the bounds of reasonableness. The democratic state is duty-bound to protect this right and to assist the citizens if impediments to exercise of their right arise through no fault of theirs.

It is also important to note that no language is superior to any other, but historical developments and previous social struggles, including the defining facts of colonial conquest, racial discrimination and apartheid, have made it possible for English and Afrikaans to become the dominant languages of power in South Africa.

The Constitution (1996) has already made a commitment to the provision of the rights of children to be educated in their own language(s). If African and other previously disadvantaged languages fail to flourish and develop, then it will not only disempower the self-worth or identities of the respective language groups, but also adversely affect the ability of the state to ensure that democratic
policies are effectively implemented to ensure equality and social justice in the social, economic and political systems.

Because English is used in the print media, on the radio, television, and the Internet, it is seen as the language of power. It is also the language of science and technology, of job opportunities and is the language of conducting the business of the state. If language planning and policy are the mechanisms for locating language within historical and social structures so that language determines who has access to political power and economic resources, then language practice has potential to reflect language changes to the dominant structures of society (Ricento, 2006).

3.7.1 Language Change

Change occurs in a language for two reasons, because of codification, and secondly, as a result of language contact. Sort codification is a result of linguistic processes that affect a lexicon in the long term. Contacts also cause language change. Recent migration patterns also show that there is an influx of isiXhosa speakers from rural to the two urban centres of Port Elizabeth (Nelson Mandela Bay) and Cape Town, Bekker, (2002). This in turn, will put immense pressure on urban planning and policies, which includes service provision in the public sector. Wright (2004) points out that it is often disadvantaged language groups which migrate and it is these groups which are vulnerable to the process of language shift.
3.7.2 Language shift and language spread

Baldauf et al (2004:257) quoting Fishman, define language shift and maintenance as:

The relationship between change (or stability) in language usage patterns, on the one hand, and ongoing psychological, social or cultural processes, on the other hand, in populations that utilize more than one speech variety for intra-group or for inter-group.

Language shift often occurs under government auspices, although direct authoritative sponsorship does not always happen. Language spread from one area to another may be due to the economic differences between the two settings. Language shift is real, particularly in South Africa. From a nation-building perspective, one may argue that this is not to be regretted (Kriel, 2004:8).

She also states that:

If these tendencies imply a gradual convergence on common lingua franca, then they should be applauded, for, as, nation-builders emphasize, there are very great advantages to having a common language.
All languages shift at various times in their history. Shift occurs as a result of social attitudes, proximity to a larger language, and the changing of popular attitudes towards the influence of external language. Language shift is encompassed in language spread. Cooper (1982:6) defines language spread as an increase over time in the proportions of a communicative function.

Kymlica (2003:43) argues that, a shared public language for state-wide communication ensures equal opportunities for everyone and social mobility for all. Apart from equal opportunities, social mobility and economic development, two further considerations are important in both models, namely democracy and social cohesion or, to use a more popular term, national unity.

Linguistic diversity is thus valuable in its own right, not only in an aesthetic sense (as it makes the world colourful and interesting), but also in a scientific sense. An indigenous language, it is said, may contain within itself ecological and cultural information that will be lost if speakers shift to another language.

### 3.8 Linguistic diversity as a resource

All languages are equal in their capacity to express human thought and feeling and can be developed to give perfect expression to anything that the human mind and human society can produce or create. This suggests that, instead of frowning upon minority languages as stumbling blocks on the road to development, they should be viewed in a positive light as resources that can be
harnessed for development. As is the case with natural resources such as minerals and wildlife, the value of minority languages depends on a nation’s ability to exploit them maximally (Batibo, 2005:31). Some of the suggestions he makes in this regard include the following:

1. The existence of a variety of linguistic and cultural expressions in state provides a rich national heritage, open for exploitation to linguists and ethnologists as well as art and tourist industries.

2. Linguistic diversity may be an indication of wealth of bio-cultural knowledge, as speakers of minority languages often possess divergent skills honed by their environment.

3. The empowerment of minority languages will empower their speakers. If these languages are officially recognised and used for public functions, minority speakers will be put on an equal footing with speakers of majority languages. This can only enhance their self-esteem, because no longer will they feel inferior or dominated.

4. Like national resources, minority languages should not be left to disappear. Their sustainable vitality will require, in the first place, positive attitudes from their mother-tongue speakers. The only way to achieve this goal, is to design language policies that would encourage the use of minority languages in at least some public domains, such as primary education, rural development as well as local trade and commerce.
Kamwengamalu (2004:139) agrees with the above by saying:

The link between language and economy, as far as African languages are concerned, has hardly been taken into consideration in language policy decisions. For the mother-tongue to also become appealing, it must be assigned an economic value in the linguistic market place. This entails meeting three conditions; Firstly, there is the need to vest the mother-tongue with some of the privileges, prestige, power and material gains that have for so long been associated with English and Afrikaans. Secondly, the use of mother-tongue should be extended to higher domains such as education, economy and the government and administration which, as if apartheid never died, remain under the monopoly of English and Afrikaans. Thirdly, a certified knowledge of the mother-tongue should become one of the criteria for access to employment in the private as well as the public sector.

Language policy, as formulated in the National Constitution of 1996, and the LANGTAG report, assume a particular pattern namely, that South Africa is characterised by having a diversity of languages, which are a resource that should be developed like any other economic resource. (Chumbow, 1987:22) comments in this regard as follows:

The languages of a nation are its natural resource on the same level as its petroleum, minerals, and other natural resources.
Having said that it is very important to look at language maintenance.

3.9 Language maintenance

The most effective assurance of continued physical health is preventive medicine. Similarly, demographically and functionally minoritized languages require preventive defences well in advance of reaching any stage of definite difficulty, the most important of which is language development.

In the South African context, developing the indigenous languages entails, in particular, the elaboration and modernisation of their vocabulary, especially in the field of science and technology. For a language to survive, it must be used in all domains that are educational, economic, governmental and political as well as in the private sector.

Batibo (2005:102) defines language maintenance as:

A situation in which a language maintains its vitality, even under pressure. It implies therefore that the degree of resistance is strong enough to contain any pressure that may be coming from a dominant language. In a situation of language maintenance, the domains of language L1 remain largely the same and transmission of the language to children is active and as perfect as possible. Moreover, the
number of speakers remains relatively stable and they maintain a strong allegiance to their language. Language maintenance usually applies to a relatively monolingual situation. However it may take place in a stable diglossic situation, in which the functions of L1 and L2 are well defined and remain unchanged.

In this regard, Cluver (1996) notes that lexicographers must be trained to embark on the task of creating a scientific lexicon for each official indigenous language. Also, African practitioners must be trained to facilitate the dissemination of information in the official indigenous languages. The most appropriate available niche for indigenous language and culture programmes is a language maintenance programme within the parameters of language maintenance programmes referred to in the Department of Education’s Language in Education Policy (Republic of South Africa, 1997: Clause,4.1.5).

When language is codified, that does not mean it will automatically survive. Once a language passes the stage where it can be transmitted between generations as the first language of the home, its future is vastly more assured if it can be written down (Crystal, 2000:138). The written language could be in the form of grammar books, dictionaries, literature books and these days even audio recordings.
Johnson (1990) states the differences between a written and an unwritten language as follows:

> Books are faithful repositories, which may be a while neglected or forgotten; but when they are opened again, will impart their instruction: memory, once interrupted, is not to be called. Written language is a fixed luminary which after the cloud that had hidden it has passed away, is again bright in its proper station.

This means that to save a language demands commitment, a shared sense of responsibility, a clear sense of direction, a wide range of special skills, interest and love of the language. Texts in the language of general public interest such as stories, poems and newspaper articles must be written and published so as to get the language recognized as an official and important language. There is a need for work to be on a language for its speakers, with its speakers by its speakers.

3.10 Conclusion

It is clear that any language can be developed and preserved properly through proper planning. However African languages are shunned by their own speakers because they carry the stigma of inferiority, a stigma with which they were associated as a result of the Bantu Education Act during the apartheid era.
Therefore, for the indigenous languages to become competitive against English or Afrikaans medium education, they must be cleansed of the stigma of inferiority they have been carrying for decades.

The Constitution provides for:

. the promotion of multilingualism;
. the provision of interpreting and translation services;
. the equal treatment of all the languages spoken in South Africa;
. the development and modernisation of the African languages;
. the officialisation of 11 languages spoken in South Africa;
. a Pan South African Language Board (PANSALB) to act as a kind of language ombudsperson regarding not only the eleven official languages but also Khoi, Nama, San, Sign language, and a number of other languages used either for religious or communal purposes;
. the prohibition of the use of any language for the purpose of discrimination, exploitation and oppression (Alexander, 2004:5).

Who must ensure that an indigenous language becomes economically viable? Kangas (2000) is of the opinion that the speakers of the indigenous languages should bring about a shift in the values of and attitudes towards these languages in order to stave off the threat of linguistic genocide. In South Africa, bringing about such a shift does not entail the demise of English and Afrikaans. Rather, it means staving off the current trend towards language shift from the
indigenous languages to English, especially in the urban black communities, and creating conditions in which English and Afrikaans and the previously marginalised languages can function equally alongside each other.

The most important point to understand here is that in a truly democratic multilingual society, no privileging of any language over others can be permitted. But what does this mean in the context of the actual inequality of languages? It means that something scrupulously honest must be done for the citizens of this country. They have to understand that the languages of high status have acquired this status largely through a history of conquest, oppression and exploitation and that it will require generations, decades and, in some cases, perhaps, centuries of committed attention to the development of languages of low status in order for actual equality of usage to be realised.
CHAPTER 4

IMPLEMENTATION PLAN

4.1 Introduction

The aim of this chapter is to discuss the language implementation plan at the selected schools and municipalities in the Eastern Cape. It will begin with a discussion on the language policy planning process, status planning and corpus planning in the Eastern Cape.

Status and corpus planning are closely linked since languages need to be accorded a certain status in order to be developed properly, also corpus planning is associated with modernizing a language in order for it to be used in all domains, including science and technology. Although status planning and corpus planning involve different activities, the relationship between these two types of planning processes could be considered as dichotomous.

To support this notion Ngcobo (2007:1) argues that status planning should be complimented with corpus planning as this is the most accepted first step to addressing the problem of policy implementation. Corpus planning involves developing the corpus or body of language and development of teaching material.
4.2 Language Policy Planning Process

A language policy may be defined as a programme of action on the role or status of a language in a given society (Bamgbose, 1991:111). According to the Constitution, it provides for the equitable use of all the official languages of the country, and for the promotion and development of the historically marginalized indigenous languages. Apart from eleven official languages, the Constitution also recognizes other languages such as Nama, Khoi, San and Sign Languages, which must also be promoted and developed.

The recognition of the multilingual nature of South African society by the Constitution necessitates the creation of tools of implementation in the form of appropriate language policies. Such language policies are designed to correct the universal tendency to practise mono-lingualism in multilingual societies which disempowers non-mother- tongue speakers of the dominant language, to the detriment of both their rights as citizens and in communicative equity in exercising these rights (DAC, 2007:6).

The high priority of equalising languages is reflected in the provision for the establishment of a dedicated language development agency, the Pan South African Language Board (PanSALB) which is charged with developing and promoting the use of all languages of South Africa, including the ancient indigenous languages of South Africa’s “first people”, namely the Khoi and the San.
The management of language policy in South Africa takes place at three levels of governance against the backdrop of the enabling framework for all language policy as entrenched in the Constitution, namely:

. At national level, language management responsibilities are shared by four ministries. The Minister of Arts and Culture takes responsibility for macro language policy matters while the Minister of Education is responsible for language-in-education policy, which includes language(s) of learning and teaching in public schools, school curricular, language-related duties of provincial departments of education and school governing bodies and policy for higher education. The Minister of Communications is responsible for language policy in respect of the public broadcaster and the Minister of Justice and Constitutional Development for language matters in the courts.

. At provincial level, each of the nine provincial governments is required to manage its own language matters. This involves customising language policies to regional circumstances, needs and preferences.

. At local government level, which forms the broad base of the language management hierarchy, municipalities must develop language policies that are compatible with the relevant provincial policy, taking into account the language usage and preferences of their residents (Department of Linguistics and Literary Science, 2005:7).
The Eastern Cape Language Policy Framework is based on the following principles:

1. Language equity, which states that all official languages must be treated as equal.
2. Multilingualism, which recognizes the use of three or more languages by an individual or by a group of speakers such as inhabitants of a region or a nation.
3. Non-discrimination, which emphasizes preventing the use of language for the purpose of exploitation, domination and discrimination.
4. Good governance, to harness language in ensuring transparent, accountable management that is responsive to the needs of the residents.
5. Monitoring, evaluating and revision, for the purposes of regularly assessing the language policy and effect changes when required.

In order to ensure “parity of esteem and equitable use of the official languages”, the principle of using four categories of languages on a rotation basis must be adopted in relevant government structures, except in instances where:

1. the eleven official languages have to be used, and
2. the availability of (a) document(s) in a particular language is essential for the stable and effective operations of government at any level. In such cases, documents should be translated into relevant languages.
The following model of the rotation of languages provides some idea of how it could work in practice, using DACST 2000 as an example:

- Annual report - English, isiXhosa, Sesotho and Tshivenda.
- Information Brochure for South Africans – Afrikaans, isiZulu, Sepedi and Xitsonga.
- South African Languages Bill – English, isiNdebele, Setswana and Tshivenda.
- South African Language Act – All eleven official languages.

PRAESA (Project for the Study of Alternative Education in South Africa) has been involved in language policy planning initiatives involving government, non-government and community structures and entities. The most important language policy and planning initiatives in which PRAESA staff have been and are involved are the following:

- the evolution, establishment and operationalisation of the Pan South African Language Board (1994-2000)
- Establishment and membership of the Western Cape Language Committee (1998-2005)
• Development and formulation of the Western Cape language policy


• Development and formulation of appropriate language policy implementation plans for the Western Cape province

• Surveys of language profiles of schools and school communities in the Western Cape

• Consultants to and advisory services to various provincial governments, especially those of the Western Cape, Eastern Cape and Northern Cape provinces

• Advice to metropolitan language service units in Cape Town and Tshwane

• Assistance to various schools in and around Cape Town on the development and formulation of school language policy

• Assistance to individual firms on language policy at the workplace

• Participation in the development and institutionalisation of the core projects of the Academy of Languages (ACALAN), known as the Project for Implementing the Language Plan of Africa (ILPAA) (PRAESA, 2005:1).

It is imperative to discuss status planning as it addresses the issues of historic importance and the birth of a democratic state.
4.2.1 Status Planning Process

A compartmentalized distinction between status planning and corpus planning, was first made by Kloos (1969). This compartmentalization suggests that a particular language or variety may be chosen for specific purposes and given official status. This may result in a language policy which is a product of language planning and can be comprehended within the discourse of language politics and society or the more informal but powerful political and social aspects of language planning (Baldauf, 1997:13).

In this view, one can argue that language status planning issues are related to political issues as status planning focuses on legislative decisions that affect the relocation of language functions (Fishman, 1983:13).

Status planning also refers to the language’s standing with respect to other languages or to the language needs of a national government, community or individuals. Status planning is often an integral part of creating a new writing system. Furthermore, status planning tends to be the most controversial aspect of language planning.

According to Hornberger (1990:20-21), goals of language planning are constituted by officialisation, nationalization, status standardization, vernacularisation, revival, spread, maintenance and interlingual communication.
When a government recognizes the language of a subordinate minority as a statutory language, rulers in effect grant symbolic recognition of that group’s right to maintain its distinctiveness. Conversely, when a linguistically heterogeneous polity declares one language only as statutory, for example, English as the official language of South Africa, the declaration in effect denies the legitimacy of diversity.

4.2.1.1 Status planning in the democratic South Africa

The difficulties involved in language planning decisions compelled the democratically elected government of 1994 to reach a compromise on the language issue. The then Department of Arts, Culture, Science and Technology formed the Language Action Task Group (LANGTAG) as a forerunner to the Pan South African Language Board (PanSALB) to bring about a solution to language issues (Ngcobo, 2007:7).

LANGTAG compiled reports and made recommendations for the work of PanSALB. Later, LANGTAG was replaced by PanSALB which serves as an Advisory Panel for language development. PanSALB was granted constitutional powers to ensure that all languages are developed and properly represented in the language policy. The board’s duty is to promote the use of all official languages and to oversee the development of minority languages (S.A Constitution, 1996).
According to the PanSALB Act No 59 (1995), the board shall:

. make recommendations with regard to any proposed or existing legislation, practice and policy dealing directly or indirectly with language matters at any level of government, and with regard to any proposed amendments to or repeal or replacement of such legislation, practice and policy;
. make recommendations to organs of state at all levels of government where it considers such action advisable for the adoption of such measures aimed at the promotion of multilingualism within the framework of the Constitution;
. advise on the co-operation of language planning in South Africa;
. actively promote awareness of multilingualism as a national resource.

As it is very important for the Constitution to promote multilingualism, PanSALB has to ensure that the objective is achieved. Previously marginalized languages are to be developed to the full and fleshed to standard languages. Ngcobo (2007:14)argues that any language can only be developed and preserved properly through corpus planning. Therefore, it is important to discuss corpus planning as element of policy implementation plan.

4.2.2 Corpus Planning Process

Corpus planning focuses on changes by deliberate planning to the actual corpus or shape of a language. While status planning mainly deals with the
selection of a norm, corpus planning deals with codification, and can play a significant role in implementation and elaboration stages. Elaboration can be considered as a language task resulting in increased sophistication of the chosen code (Antia, 2000:1). Since corpus planning deals with the development of the body or form of a language, provisions concerning scientific and technological terminology relates to the corpus of the language have been made (Fishman, 1983:13).

Corpus planning means the codification of a language, that is, the development or adaptation of a written form, the choice of a standard language, the modernization of change of terms, the manifestation of orthographic, lexical and grammatical norms (Wikipedia, 2008). Corpus planning aims to develop the resources of a language so that it becomes an appropriate medium of communication for modern topics and forms of discourse, equipped with the terminology needed for use in education and administration.

Crystal (2000) explains that corpus of a language comprises a set of written, audio, video and multimedia recordings which have been made along with all transcripts of speech whether transcribed from tapes or face to face interaction, and any other materials that are available such as letters, place names and historical documents.
According to Baldauf (1997:38), corpus planning can be defined as:

Those aspects of language planning which are primarily linguistic and hence internal to language. Some of these aspects related to language are: (orthographic innovation, including design, harmonization, change of script, and spelling reform; (b) pronunciation; (c) changes in language structure; (d) vocabulary expansion; (e) simplification of registers; (f) style and (g) the preparation of language material.

Corpus planning is often related to the standardization of language, involving the preparation of a normative orthography, grammar and dictionary for the guidance of writers and speakers in a speech community.

Kloos (2003:32) describes corpus planning as:

The linguistic form of a language and attempts to identify variables that modify the nature of language itself. Specific examples of corpus planning would include the creation of new terminology, spelling, production of dictionaries and textbooks, magazines, newspapers and the standardization of a language and so on.
4.3 Terminology Development in South Africa

Efforts have been made to lay the scientific foundation for terminology development in African languages. The documentation of terminology forms an integral part of language development. Not only does it facilitate knowledge acquisition and transfer, but also plays an important role in technical and scientific communication. The documentation and creation of terminology set standards in technical communication for various subject and linguistic communities.

Professional terminologists at National Language Service (NLS) document multilingual terminology on a central database in a variety of subject fields and domains in collaboration and in consultation with various stakeholders. Projects are determined by needs assessment or request from government institutions. These projects are managed with the assistance of and in cooperation with the experts in various fields. The projects include terms in both formal and informal registers with the purpose of improving communication between lay people and specialists, as well as among specialists themselves.

The implementation of the Language Policy will result in a high demand for translation and editing, and the development of terminology in all fields will therefore be crucial, requiring the collaboration of all stakeholders, language units and language bodies.
During 2001, the Head of Terminology Coordination, Mr Xolile Mfaxa, together with Dr Marietta Alberts, Ms Judy de Beer and Ms Susan Roets, conducted terminology training sessions for potential collaborators in all the official languages of South Africa where they received training on different aspects concerning the manipulation of terminological data.

The aim of the training was to develop the collaborators so that they will go back to their different provinces and plough back what they have learned. They engaged in active liaison with these collaborators and also trained them on the methodologies of terminological data capturing and terminographic principles and practice.

Part of the Terminology Coordination Section’s collaboration activities in 2003 led to its hosting of two terminology workshops:

. a workshop on road safety terms in which the Department of Transport participated. Expert officials from the traffic departments of local governments played an important role in providing explanations of traffic signs and road safety concepts.

. During the workshop on parliamentary terminology, translators from the national Hansard office and provincial offices were given the opportunity to discuss the exact meanings of terms with specialists, and to decide on acceptable equivalents (DAC, 2007).
The terminologists have specific responsibilities regarding the coordination of terminology projects and the work done by the different collaborating groups in the provinces who are responsible for their particular target language contributions. They engage in active liaison with these collaborators and also train them on the methodologies of terminological data capturing and terminographic principles and practice. All new terminological projects, regardless of whether they are undertaken by the NLS, National Lexicography Units (NLUs) or National Language Boards (NLBs), are registered with the TCS.

4.3.1 The Development of isiXhosa Terminology

According to Jafta (1987:127), the development of Xhosa terminology can be viewed from two perspectives. On the one hand, one finds natural development, which is a spontaneous type of development whereby the speakers of the language borrow concepts from the contact group and form new words to express whatever is assimilated, for example:

- Desk idesika
- Bank ibhanka
- Letter ileta
- Train itrayini
- Councillor ikhansela
- Money imali
- Board ibhodi
- School isikolo
- Teacher  utitshala
- Mayor  imeya
- Phone  ifowuni
- Kitchen  ikhitshi
- Doctor  udoxotela
- Number  inombolo
- Street  isitalato
- Box  ibhokisi
- Post office  iposi
- Address  idiles
- Motor  imoto

The above examples are borrowed from English and Afrikaans, and then indigenized into isiXhosa. Again, the examples show that the borrowed elements are incorporated into the phonological, lexical and grammatical systems of the borrowing language, so that only one grammatical system is used. On the other hand, the artificial development of isiXhosa terminology occurs where various institutions collect and develop terminology to serve immediate needs and functions.

The first collection of terminology data, *Isigama sesiXhosa Esiphakamileyo Kwiintetho ZasePalamente*: (Parliamentary Terminology: First Volume) was published in 2003. This publication was the culmination of a series of meetings where isiXhosa term equivalents were discussed. Terms were then assessed
and ratified by the isiXhosa National Language Body. These terms were identified, excerpted and documented.

The team identified the terms that required definitions and even translated some of them. These definitions facilitated the coining of isiXhosa equivalents, because the meanings of the terms as set out, formed the basis according to which the collaborators found or coined equivalents in the target languages (DAC, 2003).

The following are some of the examples which were documented:

- Department of Arts and Culture  iSebe lezoBugcisa neNkcubeko
- Department of Health     iSebe lezeMpilo
- Minister of Foreign Affairs uMphathiswa wezaNgaphandle
- Department of Public Works iSebe lezeMisebenzi
- Department of Justice     iSebe lezoBulungisa
- Department of Agriculture iSebe lezoLimo
- Department of Social Services iSebe lezeNtlalo-ntle
- Department of Finance     iSebe lezeMali
- Department of Defence     iSebe lezoKhuseleko

The quality of terminology data depends on the readability of the coined equivalents. As is the case in all subject fields and domains of specialised activity, terminology is essential for promoting technical communication and achieving a high level of accuracy in the product (D.A.C, 2005). According to
the implementation plan of the National Language Policy Framework (2003), the National Language Policy is currently engaged in a number of projects in order to create a multilingual terminological database encompassing different fields of information, and which holds the possibility that terminological lists in various language combinations will be developed.

4.3.2 Terminology Development in Schools

The National Language-in-Education Policy of 1997 commits the country to additive bilingualism. Generally speaking, this means adding other languages onto a strong mother-tongue base. The Constitution asserts that all languages have equal status. But in recognition of the marginalisation of indigenous languages in our past:

> the state must take practical and positive measures to elevate the status and advance the use of these languages” (Language Policy Implementation in Higher Education, 2006:1).

Regarding Language in Education, the Constitution states that:

> everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable” (Section 29 (2) of the Constitution).
Further, it indicates that the exercise of language choices in education should not be in conflict with considerations of equity and redress within the context of our shared values and aspirations as a nation. The Department of Education has published Language Policy to give effect to these provisions of the Constitution. The Language in Education Policy (1997) and the Language Policy for Higher Education (2002) were designed to promote multilingualism in the education sector. Their aim is to ensure that all South African languages are:

- developed to their full capacity while at the same time ensuring that the existing languages of instruction (English and Afrikaans) do not serve as a barrier to access and success.

The National Curriculum Statement (NCS) in accordance with the Constitution, recognises the importance of mother-tongue instruction and states the following:

- The additional language should be introduced as a subject in Grade 1.
- The home language should continue to be used alongside the additional language as long as possible.
- All learners should learn their home language and at least one additional official language.
- Learners become competent in their additional language, while their
home language is maintained and developed.

In addition, the National Curriculum Statement indicates that learners should receive a minimum of three years’ tuition in a second additional language (http://wced.wcape.gov.za).

Since the Constitution recognises eleven official languages and also asserts that all languages have equal status, the Department of Education together with language bodies in South Africa, including the PanSALB (Pan South African Language Board) started projects of terminology development. The result of these projects was the publication of dictionaries in Mathematics, Natural Sciences, Information Technology, Economic Sciences, Social Science, Arts and Culture, Life Orientation and Languages. Brief discussions on Mathematics, Natural Science and Information technology follow:

4.3.2.1 Mathematics

It goes without saying that the understanding of key concepts in Mathematics is fundamental to the teaching and learning of this discipline. Research has confirmed that one of the key dimensions to understanding concepts is language. To address this problem a multilingual learning and teaching resource and support book (Grades 9-10 levels) was developed at the Centre for Applied Language and Literacy Studies and Services in Africa (CALLSSA) at the University of Cape Town in collaboration with Rhodes University and the University of Kwa-Zulu Natal. The book provides detailed meanings and
explanations for key mathematics concepts in isiZulu, isiXhosa, Afrikaans and English.

For most South African teachers and students of Mathematics the language of learning and teaching is English, an additional language that many is difficult to understand and use. To address these difficulties CALLSSA embarked on writing a learning and teaching resource and support book for Mathematics. This book provides detailed meanings and explanations for key concepts in isiXhosa, isiZulu, Afrikaans and English within the framework of the Revised National Curriculum Statement (RNCS) at Grade 9-10 (Schafer, 2005:1).

Examples of terms coined follow:

- Parallel lines  imigca enxuseneyo
- Triangle  unxantathu
- Circle  isangqa
- Square  isikwere
- Square root  ingcambu yesikwere
- Sum  ukubala
- Subtract  thabatha
- Multiply  phinda-phinda
- Divide  yahlula
- Add  dibanisa

During interviews with teachers, they admitted to using code-switching from time to time. According to Baker (1993:76-77) code-switching is the practice
where “an individual (more or less deliberately) alternates between two or more languages”. Setati (2005:91) says code-switching can be between languages, registers and discourse. In South African classrooms, code-switching would typically involve an indigenous language and English, for example:

“Consider the situation whereby siza kuthatha iitriangles zethu ezimbini sizibeke on top of one another”.

“Consider the situation whereby we are going to take our two triangles and place them on top of one another”

This example clearly shows that even teachers need some training in order for them to be able to teach correctly.

4.3.2.2 Natural Science

The National Language Service (NLS) of the Department of Arts and Culture and its stakeholders took some bold steps towards the development and modernization of all official languages of South Africa. They include the development of technical vocabularies in all the indigenous languages for effective communication among the people of South Africa. Terminology is essential to communication in technical fields and domains of specialised activity, and the most effective way of creating awareness about terminology is to introduce it at school level.
The primary school Natural Sciences and Technology term list for Curriculum 2005 has been completed on the Multi-term database by a team from the Terminology Coordination Section of the National Language Service. Also the Centre for Applied Language and Literacy Studies and Services in Africa (CALLSSA) at the University of Cape Town in collaboration with Rhodes University and the University of Kwa-Zulu Natal have developed a multilingual learning and teaching resource support book for Natural Sciences. The aim of this project was to promote mother-tongue education for all South African learners (DAC, 2005).

Following will be the table with some of the words taken from the (Multilingual Natural Sciences and Technology Dictionary, 2005). This table will help to illustrate how the new terms were formed.

**TABLE 3: (Words from the Multilingual Natural Sciences and Technology Dictionary, 2005)**

<table>
<thead>
<tr>
<th>English</th>
<th>Xhosa</th>
<th>Explanation</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>fertiliser</td>
<td>isichumiso</td>
<td>In this word a prefix isi is added to the verb <em>chumisa</em> and it changes to a noun.</td>
<td>5</td>
</tr>
<tr>
<td>Bleaching agent</td>
<td>isihlophisi</td>
<td>A prefix isi is added in front of a relative <em>mhlopho</em> and the word changes to a noun.</td>
<td>14</td>
</tr>
</tbody>
</table>

The derivation process involves forming a new term by adding one or more morphological elements, or affixes to a root or a word.

Fromkin et al (1998:76) say:

Bound morphemes like -ify and action are called derivational morphemes. When they are added to root morphemes or stems a word is derived. This method of word formation reflects
the wonderful creativity of language.

Jackson (2002:12) adds by stating:

The addition of a derivational prefix or suffix to a lexeme forms a derivative.

All of the above quotations clearly show that when a prefix or a suffix is added to a word, the form and the meaning of that word will change.

4.3.2.3 Information Technology

In an ever changing industry of the Information Communication Technology (ICT), the South African digital divide does not only refer to the technological haves and have-nots but also to the computer literacy status in South Africa. It is acknowledged that many ordinary South Africans are not able to access such technologies due to a lack of understanding the concepts in their own languages. This by necessity requires the development and modernization of all the official languages in the ICT industry. To promote effective communication in these domains it is essential that terminology should be available for all the languages in these fields of knowledge. Information in these fields naturally contains specific concepts with their related terms which should be available to all South Africans in their own language (DAC, 2005:3).
The Department of Communications (DoC) embarked on a project collecting and documenting terms in these fields to facilitate access for all South Africans to information in their relevant fields. The initial list contained 300 technical terms from the Telecommunications, Broadcasting, E-Commerce and Postal sectors. The DoC approached the National Language Service to assist them with this task.

The National Language Service (NLS) of the Department of Arts and Culture and its stakeholders have also embarked in the development and modernization of all the official languages of South Africa. They include the development of technical vocabularies in all the indigenous languages for effective communication among the people of South Africa. The NLS approached the collaborators to assist in the secondary term-creation phase by supplying target language equivalents. The collaborators formed terminology working groups for the various target languages.

Each group consisted of a chairperson, coordinator and secretary, as well as several members with special expertise. These expert members of the committees included subject specialists who were also mother-tongue speakers of the languages concerned, lexicographers, linguists and members of the National Language Bodies (NLBs) (DAC:2005:4).
4.3.2.4 Other Learning Areas

The PanSALB together with the Department of Education working together with Terminology Coordination Section embarked on a project of documenting existing terminology, and facilitating the development of terminology in the African languages for new concepts that appear in the teaching materials. Eight learning areas were incorporated in Curriculum 2005. These learning areas included Mathematics, Natural Sciences, Economic Sciences, Technology, Social Sciences, Arts and Culture, Life Orientation and Languages.

The Language Plan Task Group (1995) is one of the bodies that supported this notion of developing African Dictionaries. It sees this as one of the ways of developing the status of the previously marginalised languages.

Cited in its document (1995:13), LANGTAG states:

The compilation of dictionaries, glossaries and specialist terminologies is seen as an urgent if ongoing task since these are the essential tools of interpreters, translators, scientists and technologists and often serve as indicators of the level of development of a language.
The development of African language dictionaries will be of great help because even teachers and learners will understand the subject matter better because it will be taught in a language they are comfortable with. Another strategic approach will be the question of encouraging people to use their languages in all domains.

The availability of learning material in all official languages in South Africa serves as a means and provides an opportunity for development and motivation to use these languages. The systematic development of these languages needs to be pursued until people accept their languages as commonly used in all domains. To propose a policy implementation plan is one of the objectives of this study. It is therefore important to discuss it.

4.4 Implementation Plan for Schools

The Implementation Plan covers the areas in Table 4. The purpose of the implementation plan in the Eastern Cape Schools is to provide details regarding the structures required to operationalise the school language policy.

4.4.1 Focus Areas

The implementation process is guided by the aims and objectives set out in each policy. The following are key areas for implementation:
. redressing the neglect of the historically disadvantaged languages in school education.

. recognising that our cultural diversity is valuable national asset and hence is tasked to promote equity and equality and redress the past imbalances.

. promoting and developing all the official languages.

. supporting the teaching and learning of all other languages required by learners or used by communities including languages used for religious purposes, languages which are important for international trade and communication, and South African Sign Language, as well as Alternative and Augmentative Communication.

. developing programmes for the redress of previously disadvantaged languages (LiEP, 1997).

4.4.2 Phases

Having done that, the implementation plan schedules the activities with time frames as follows:

Table 4: Activities for Implementation Plan

<table>
<thead>
<tr>
<th>DOMAIN</th>
<th>ACTIVITY</th>
<th>TIME-FRAME</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADMINISTRATIVE</td>
<td>1. Synchronise the proposed policy with LiEP and draft national Language Policy and Plan (DACST).</td>
<td>1. Immediate</td>
</tr>
<tr>
<td><strong>EDUCATORS</strong></td>
<td><strong>Actions</strong></td>
<td><strong>Timeframes</strong></td>
</tr>
<tr>
<td>---------------</td>
<td>-------------</td>
<td>---------------</td>
</tr>
<tr>
<td>2. Classify all schools as Single-(L1orL2), Dual or Parallel-medium.</td>
<td>2. Jan 2010 on.</td>
<td></td>
</tr>
<tr>
<td>3. Determine appropriate schools in districts for ‘clustering’, to share and transfer scarce skills and resources.</td>
<td>3. Immediate.</td>
<td></td>
</tr>
<tr>
<td>4. Review and adapt current planning policy for the location of schools to counter past race/divisions.</td>
<td>4. 2010 on.</td>
<td></td>
</tr>
<tr>
<td>5. Establishing with Language Committee a mechanism for monitoring and reporting on implementation.</td>
<td>5. Early 2010.</td>
<td></td>
</tr>
<tr>
<td><strong>Note:</strong> Regular short-term INSET courses in language subject content and be conducted on an EMCD basis, for example, teaching methods for teachers in the Foundation Phase should be revised and upgraded.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(i) English-proficiency courses for mainly ex- DET isiXhosa speaking educators, and,</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ii) isiXhosa language courses for educators from mainly ex-CED and ex-HOR schools, to be offered.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Recruit new trainees for the profession, especially (but not only) speakers. Provide bursaries.</td>
<td>2. Jan 2010 Ongoing.</td>
<td></td>
</tr>
<tr>
<td><strong>Note:</strong> (i) All PRESET courses to be adapted to the new orientation, and all new trainees to learn to teach in at least 2 of the 3 local official languages. The Bilingual Language Proficiency Endorsement to be reintroduced in the AE, AX, and EX combinations.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(ii) All trainees to learn the First Basic Signs of Sign Language for the Deaf.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Plan carefully, and negotiate with the SGB’s and professional</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
bodies, the redeployment of educators in accordance with linguistic knowledge. To be phased in gradually.

4. Recruit and train selected educators in writing, proof-reading and local languages.

5. Train selected educators in LSM (unilingual and bilingual).

6. Train, via short term, intensive courses, at least 1 educator per school in how to run a ‘library’.

7. Provide support to schools in the development and implementation of a written language policy.

<table>
<thead>
<tr>
<th>MATERIALS/RESOURCES</th>
<th>1. Establish isiXhosa focus groups and other quality control mechanisms to assess translations and other text. 1. 2010 on</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2. Provide encouragement and support for the specialised training of isiXhosa-speaking personnel of Publishers and NGO’s in translating, editing and proof-reading. 2. 2010.</td>
</tr>
<tr>
<td></td>
<td>3. Conduct a language-based audit of needs for LMS’s. 3. Immediate.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PILOT PROJECT</th>
<th>1. Implement in selected schools, covering all language classifications, school-sizes and locations (in all EMDC’s). Include new schools and schools using language technology. 1. 2010 on</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>5. 2010 on.</td>
</tr>
<tr>
<td></td>
<td>6. 2010 on.</td>
</tr>
<tr>
<td></td>
<td>7. 2010 on.</td>
</tr>
</tbody>
</table>
The above-mentioned recommended Implementation Plan is basically meant for all the government schools in the Eastern Cape. In order for this plan to work, it will need determination and commitment from all involved. Again the availability of relevant material in all official languages is very crucial.

Certainly, the success of such a plan would require systematic under-girding by the entire schooling system and the enhanced public and social use of indigenous African languages in the daily lives of South Africans. Having said that it is also important to discuss the implementation for the Eastern Cape Municipalities.

### 4.5 Implementation Plan for the Eastern Cape Municipalities

The Implementation Plan provides details regarding the structures and mechanisms required to operationalise the Language Policy.

It is understood, as reflected by the spirit as well as the letter of the Constitution, that the recognition of multilingualism will promote human rights, facilitate effective administration and contribution to the development of the country’s economy, education and cultural diversity as a nation resource.
4.5.1 Focus Areas

The Implementation process is guided by the aims and objectives set out in the Policy. The following are key focus areas for implementation:

- The development of the indigenous languages, including the establishment of infrastructures and the development of products such as dictionaries and grammars.
- The management of each Municipality must ensure the functional use of official languages in the province.
- The encouragement of vibrant discourse on multilingualism with language role-players and stakeholders.
- The establishment of collaborative partnerships to ensure the successful implementation of the policy (Implementation Plan Document, 2007:6).

The Implementation Plan for the Eastern Cape municipalities encompasses the following:

- Goals of the municipality language policy implementation plan.

In this section the goals of the Greater Kokstad Municipality, Umzimvubu Local Municipality and Nelson Mandela Metropolitan Municipality’s Language Policy Implementation as examples will be discussed.
The Greater Kokstad Municipality Language Policy Implementation

The Greater Kokstad Municipality acknowledging rules stipulated in the Constitution, in its language policy document states the following objectives:

- To establish the language usage by the municipality’s residents and take into account such language preferences;
- To support impartial service delivery by removing communication barriers or language barriers;
- To promote multilingualism amongst the Councillors, officials and communities within the jurisdiction of Greater Kokstad Municipality.
- To promote and implement the use of the four commonly spoken official languages in the area of Greater Kokstad Municipality, namely isiZulu, isiXhosa, English and Afrikaans in the affairs of the Municipality.
- To give effect to the equal status of the four but not limited to the commonly spoken official languages;
- Upon request, from the people with speech disabilities and where practical, Council will make provision to address their needs.

In their language policy document the Greater Kokstad Municipality has made its implementation strategy, which states that a three to five year period of progressive phasing is preferred (The Greater Kokstad Municipality Language Policy Document, 200:7).
(ii) **Umzimvubu Local Municipality Language Policy Implementation**

The Umzimvubu Local Municipality has also recognised the calling from the Constitution. In its implementation strategy plan, it recognises the following as its goals:

. to establish the language usage of the municipality’s residents and take into account such language preferences;
. to support impartial service delivery by promoting equal access to municipal services and programmes by removing communication or language barriers;
. to promote multilingualism amongst the municipality’s staff and communities within the municipality’s area of jurisdiction;
. to give increasing effect to the equal status of the two official languages;
. upon request, from people with disabilities and where practical, to make provision to address their special needs. It has also stated its implementation strategy plan which will be discussed when dealing with the activities of the implementation plan (Umzimvubu Local Municipality Language Policy Document, 2007:2).
(iii) The Nelson Mandela Metropolitan Municipality Language Policy Implementation

The implementation of the Nelson Mandela Language Policy took place immediately after it was adopted. Since its implementation, the policy has been confronted with many challenges, one of them being that many citizens of the Metro do not speak either English, isiXhosa or Afrikaans. The policy states that the Metro will take note of people who do not speak the official languages of the NMMM, but it does not mention how (Somniso, 2007).

The NMMM states as its goals:

. to promote the equitable use of the official languages of the Metropole and prevent discrimination on linguistic grounds;
. to support, develop and sustain the practice of multilingual communication between the Municipality and residents;
. to redress the previous marginalization of isiXhosa as official language of the Metropole;
. to protect language diversity and promote knowledge of and respect for persons whose use other languages; and
. to protect good language management for cost-effective and efficient public service administration in accommodating the needs of residents (Somniso, 2007:7).
Without an equitable language policy, municipal administration would thus be discriminatory and public participation would be hampered.

The National Language Policy Framework (NLPF) refers to the establishment of language units in each national government department and in each province, the ensuing impact on the scope of the activities of the National Language Service (NLS), size options for language units and envisaged functions. According to (http://www.fs.gov.za document, 2007;2) the NLPF language units will be required to manage:

1. intra- and interdepartmental oral communication in all spheres of government;
2. intra- and interdepartmental written communication in all spheres of government;
3. oral communication with the public;
4. written communication with the public; and
5. international communication, where applicable.

It has been found during this research that some of the Eastern Cape Municipalities do have language policies in place, but the problem is that, the implementation process has yet not begun.
4.5.2 Phases of the Language Policy Implementation Plan for Municipalities

Municipalities must focus on the following areas as part of policy implementation plan. Phases of the policy implementation plan will take place as recommended below:

. The implementation of the policy will be phased in progressively over a reasonable period.
. The process of implementation will occur within clearly set and manageable targets.
. Priority will be given to further skills training in translation and editing, interpreting, lexicography and terminography (Implementation Plan Document, 2007:7).

Following are examples of the implementation policy plan:

4.5.2.1 Language Units

The NLPF envisaged the establishment of language units in each province. The units will consist of translators responsible for direct translation of simple and urgent documents. Departments (national and provincial) will be required to establish an appropriately sized language unit for the purposes of the specific department, for example, a small department could employ one Chief Language Practitioner, and a larger department could employ twelve staff members (one
being a Clerk). Language units will be responsible for the development and adoption of a language policy for the department in which it functions (http://www.fs.gov.za).

(i) Functions

The proposed functions as listed in the Implementation Plan fall in the following categories:

- managing and facilitating language policy implementation with regard to translation and editing, in-house or outsourced, interpreting services, and printing of publications according to policy;
- providing language advice with regard to written and oral communication;
- raising awareness of the Language Policy and the Language Code of Conduct within the department or province; and
- facilitating training programmes for new recruits in translation, editing and terminology development, and language programmes in the official languages for the employees of the department or province.

(ii) Outsourcing of documents and quality control

It is recommended that outsourcing be managed on a centralised basis and be controlled by the National Language Service (NLS) for the national government departments and the Provincial Language Service (PLSs) for the provincial government departments especially in the first few years until reliable
mechanism have been put in place for outsourcing by the individual language units.

(iii) Printing of publications

The NLPF advises national government to publish in the eleven official languages and when this cannot be done, in at least six languages. Provinces and local government are advised to follow the respective provincial language policies. Certain types of documents need to be accessible to the public. It is advised that the following types of documents be available in all official languages of the province:

. Major policy documents
. Acts, Bills, Regulations and Circulars
. Brochures, leaflets and posters to explain government services
. Application forms and other official documents to access government services.

(iv) Interpreting services

Communication with the public should take place in the language or languages of the target groups. The most important area for interpreting is when major speeches or presentations are made to a national audience. Language units will be required to facilitate the use of interpreters for such occasions.
Language code of conduct is one of the most important aspects of the implementation plan (http://www.fs.gov.za).

4.5.2.2 Language Code of Conduct

A code of conduct is established to set the minimum standards for behaviour of Members of Council in carrying out their municipal roles and functions. A code of conduct is written to protect the public interest and encourage high ethical standards for members of the council.

A language of code of conduct for all public servants stipulates how public servants have to communicate and interact with the public in order to render effective services (DAC Implementation Plan, 2003).

In its Language Code of Conduct, the Greater Kokstad Municipality states:

- Councillors and officials must be encouraged to learn the four commonly spoken official languages, and training programs must be organised to assist in the development of their language skills.
- Services / Directorates / Branches / Sections must play an active role in promoting multilingualism in an equitable manner and also to identify the language skills required in order to render an effective and efficient service to its communities.
When filling vacant posts, services / directorates / branches / sections must take cognisance of the Municipality’s language policy when advertising, recruiting, selection and appointment of staff.

During the course of the study it has been noticed that the Language Codes of Conduct of the Eastern Cape Municipalities are very similar, and it was also established that this is because all of these municipalities are following rules which are being prescribed by the Constitution. In its Code of Conduct the NMMM stipulates:

. the accessibility of municipal departments, its personnel and Councillors by citizens;
. council should eliminate barriers currently preventing access to the decision-making process, the administration and role-players.
. to promote and encourage the concept of governance, access to municipal departments and personnel should be facilitated (Communication Policy for NMMM, 2001:4).

4.5.2.3 Language Awareness Campaigns

The goal of awareness campaigns is to provide information about the policy and to create conditions for successful implementation. Specific campaigns will be needed to correct negative attitudes and raise awareness about language rights and choices. Language units will be required to encourage public servants to provide a service to clients in their own languages and promote greater
language tolerance in the respective national and provincial departments. Tourism will also teach people about their linguistic rights.

### 4.5.2.4 The South African Language Practitioner's Council

The duty of the South African Language Practitioner’s Council is to regulate the training of language practitioners, provide control over accreditation and registration of language practitioners, raise the status of the profession and ensure quality in public services.

The Pan South African Language Board (PanSalb) and its structures, the Provincial Language Committees, the National Language Bodies and National Lexicography Units will be instrumental in promoting and creating conditions for the development and use of the indigenous languages and will enable the various language units to deliver quality language products in their advisory capacity on language issues and the development of monolingual dictionaries in the official languages ([http://www.fs.gov.za](http://www.fs.gov.za)). It is also imperative to discuss language audits since these form part of the implementation plan.

### 4.5.2.5 Language Audits

In terms of Section 6(3) of the Constitution, municipalities must take into account the language use and preference of its residents. Therefore, the language use and preferences of the residents within the area of jurisdiction of
the Council must be determined by means of a language audit, to be undertaken every four to five years.

The Council must conduct regular language proficiency audits within its Service/Directorates/Divisions/Branches/Sections to determine the linguistic needs as well as the linguistic capabilities of officials in the organisation and tap other appropriate methods to improve the language skills in the municipality. Each municipality will be responsible for its language auditing and also how and when the auditing will be done.

4.5.2.6 Telephone Interpreting Service for South Africa

Telephone interpreting is a service that connects interpreters via telephone to individuals who wish to speak to each other but do not share a common language. The telephone interpreter converts the spoken language from one language to another, enabling listeners and speakers to understand each other. The Department of Arts and Culture’s initiative to bridge the communication gap between the government and the citizens of South Africa, resulted in the formation of TISSA pilot project in March 2002 and July 2003. In launching TISSA, one of the Department of Arts and Culture’s language policy implementation projects is extending further the floor of entitlements and rights that the Constitution promises the people (http://www.info.gov.za).

TISSA is a partnership project that is jointly funded by the Department of Arts, Culture, Science and Technology (DACST) and the Pan South African
Language Board (PANSALB). Although this project is a first for South Africa, telephone interpreting is being used successfully in countries such as Australia, the United Kingdom, the USA and the Netherlands.

The South African version, however, differs from the overseas examples in that it focuses on the eleven official languages to create equal access for its citizens to public services, whereas the services in other counties focuses on providing interpretation services to the needs of immigrants in those countries.

Any accused person in criminal proceedings, applicant or respondent in civil proceedings, as well as any witness in any court, must have access to a professional interpreter accredited by the South African Language Practitioners’ Council. The same must also apply to the operations of the Department of Security (http://www.curriculum.pgwc.gov.za,2000).

The Nelson Mandela Metropolitan is using this system and according to them since doing so, their service delivery has improved.

4.5.2.7 Language and Technology

Government shall encourage and, wherever necessary, support the development of language technology for South African Languages. Technology should be used to facilitate collaboration between language stakeholders as well as to develop the indigenous languages. Computer software such as word processing programmes, terminology management systems and translation
software should be compatible to encourage the exchange of terminology and other information between all language units and collaborators such as Hansard and the national lexicography units.

In response to the need to fast-track the development of the indigenous languages and acquire and manage reusable digital text and speech data, the DAC is committed to building capacity and providing information technology infrastructure. The dictionary computer program caters for the retrieval of any type of information that one may need from the database. This will make the databases more valuable to the lexicographers, linguists, students as well as researchers. An example of such a program is the Tshwane Terminology Management Software that was launched in June 2007.

Tshwane Term is an off-the-shelf software application for compiling and managing terminology database. Its many innovative and unique features help terminology management teams to improve both the productivity of compilers and translators, and the consistency and quality of the resulting terminology end products. Storing and managing terminology data using industry standards such as XML and Unicode, Tshwane Term assists terminology compilers in every step of the process, from planning compiling and editing through to proofreading and publishing. After typing a word, you will get its translation in your preferred language, and when you click the volume icon, you will hear how it is pronounced.
Microsoft South Africa, a global software leader, has also introduced a pioneering language programme that will give a massive boost to initiatives aimed at promoting multilingualism in South Africa. The programme, called the Language Interface Pack, will initially be available in Afrikaans, isiZulu and Setswana and accessed through Microsoft’s latest version of Office 2007.

When addressing a conference on language policy implementation at UNISA in 2007, then Minister of Education Naledi Pandor said: “The role of language and access to language skills is critical to enabling individuals to realise their full potential to participate in and contribute to social, cultural and intellectual life of the South African society” (Mother-tongue doc., 2007)

4.5.2.8 Language/s of Learning and Teaching

Officials and Councillors must be encouraged to learn the official languages, and training programmes must be organised to assist in the development of their language skills. All stakeholders involved must play an active role in promoting multilingualism in an equitable manner and also to identify the language skills required in order to render an effective and efficient service to communities.

South Africa is undergoing great change, not least in the areas of educational and language policy. It is moving away from policies that emphasised strong boundaries between languages and people, towards those that encourage people to learn and use many languages to communicate with each other.
South Africa is in the pioneering position of recognising eleven official languages, more than any other country, and its new Constitution of 1996, together with the Pan South African Language Board Act (1995) as well as a later amendment to this Act impel, in principle, the promotion of respect for other languages as well as the promotion of multilingualism and the development of languages.

4.5.2.9 Language Research and Development Centre

Language Research and Development Centres for the African Languages were established in 2004 at the universities in the nine provinces of South Africa. In the Free State University a Sesotho LRDC has been established, and currently Dr E.J Mohatlane acts as LRDC manager. The Department of Arts and Culture has also established isiXhosa LRDC at NMMU.

The main objectives of these centres is to develop the language in each and every province. These will be achieved by working hand in hand with different language bodies. According to the draft Provincial Language Policy Framework of the Eastern Cape (2007), the key elements are:

(i) The language policy takes into account the constitutional provisions on multilingualism and is in concert with the government’s goals for economic, socio-political and educational growth.
(ii) To promote the equitable use of the eleven official languages, taking into account languages spoken in a particular province, for example in the Eastern Cape, where Afrikaans, isiZulu, English, Sesotho and isiXhosa are spoken.

This will be achieved if the language policy is based on the following principles:

(a) A commitment to the promotion of language equity and language rights as required by a democratic dispensation.

(b) Recognising that languages are resources to maximising knowledge, expertise and full participation in the political and socio-economic domains.

(c) Working in collaborative partnerships to promote constitutional multilingualism.

(d) Preventing the use of any language for the purposes of exploitation, domination and discrimination; and

(e) Enhancing people-centeredness in addressing the interests, needs and aspiration of a wide range of language communities through ongoing dialogue and debate (DAC; E.C, 2007).

4.5.2.10 Training

The units would be responsible for facilitating training programmes for new recruits in translation, editing and terminology development, and language programmes in the official languages for the employees of the department or province. It would have to ensure that training is relevant, comprehensive and
of high quality. The envisaged Language Research and Development Centres will be able to assist with such training specifically with regard to provinces (http://www.fs.gov.za).

4.5.2.11 Budgeting

All government structures will have to provide adequate financial support for the establishment and functioning of language units. Hereunder are suggested timeframes and activities for the implementation plan created by the researcher.

Table 5: Activities in Language Implementation

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Activities</th>
<th>Performance Indicators</th>
<th>Time frame</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Translation and editing of documents</td>
<td>Translate and edit documents</td>
<td>Quality translations and publications</td>
<td>2010 ongoing</td>
</tr>
<tr>
<td></td>
<td>Send extra work to NLS/PLS to manage outsourcing</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Send legislation and agreements to NLS/PLS</td>
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<td></td>
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<tr>
<td></td>
<td>Manage printing of multilingual publications</td>
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</tr>
<tr>
<td>2. Interpreting services</td>
<td>Multilingual staff</td>
<td>2010 ongoing</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Facilitate the use of interpreting services</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Language Training</td>
<td>Advice according to NLPF requirements and staffs needs</td>
<td>2010 on</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Facilitate the provision of language training courses, e.g. through Language Research and Development Centres</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Language Code of conduct</td>
<td>DACST, PANSALB and DPSA, in consultation with other government departments</td>
<td>2010 on</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Draft a binding policy document, stipulating how public servants have to communicate and interact with the public so that language becomes an instrument for rendering effective service to the public.</td>
<td></td>
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<tr>
<td>5. Language Awareness Campaigns</td>
<td>DACST, PANSALB and government Departments.</td>
<td>2010 Ongoing.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Raise the status of African languages including Khoi and San Languages and Sign Language/s by conducting language awareness campaigns.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Identify other language issues of national concern and raise awareness on the role of language in society.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. South African Language Practitioner’s Council</td>
<td>Set up a body in order to accredit translators and interpreters and to regulate the profession.</td>
<td>PANSALB, DACST, Department of Justice (DoJ) and SAQA.</td>
<td>2010 Ongoing.</td>
</tr>
<tr>
<td>---</td>
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</tr>
<tr>
<td>7. Telephone Interpreting Service for South Africa</td>
<td>Establish a multilingual Telephone interpreting Service to facilitate access to public services and programmes in citizens’ language of choice.</td>
<td>DACST, PANSALB, relevant government departments and telecommunications providers</td>
<td>2010 Ongoing.</td>
</tr>
<tr>
<td>8. Language and Technology</td>
<td>Adapt and develop appropriate technology in order to facilitate the development and use of South African Languages.</td>
<td>DACST, PANSALB, Department of Communications, NLUs, Language Practitioners, Institutions of Learning Research institutions, IT Agencies and Private Sector.</td>
<td>2010 Ongoing.</td>
</tr>
</tbody>
</table>
9. Languages of Teaching and Learning

| Finalise and Systematically Implement the existing LiEP. |
|-----------------|-------------------|
| DoE, DACST, PANSALB, NGOs and Institutions of learning. |
| 2010 Ongoing. |

(Adopted from the Language Policy Implementation Document:
http://www.fs.gov.za)

4.6 Conclusion

The language policy of any country will develop if the above mentioned suggestions are implemented correctly and the stakeholders together with the linguists of this country will work hand in hand in making this happen. Attitudes towards the use of African languages as media of instruction have been negatively influenced by the language policies of the apartheid government which extended the use of mother-tongue as medium of instruction for African learners from the first four to the first eight years of schooling- not for any pedagogical purposes but rather to further their policies of separation and discrimination. Thus the notion of African languages as media of instruction has been tainted by this link to an oppressive and discriminatory political system (Heugh,1995:43).
Even the Black South Africans have ambivalent attitudes towards their own languages, they value the languages highly only as symbols of ethno-linguistic identity and as vehicles for intergenerational transmission of indigenous cultures and traditions, but prefer English for all the higher-level functions and for personal upward mobility. Baldauf (2004:231), explains that the legacy of Bantu Education Act foreshadowed current negative attitudes towards the use of African languages as languages of learning and teaching. This was a stumbling block in efforts towards promoting these languages.

It is against this background in an attempt to break with past language-in-education discriminatory policies that the current multilingual language policy was developed and enshrined in the country’s new Constitution. The Constitution specifies eleven languages as the official languages of the country, and immediately continues to specify a series of obligations on “the state”, “the national government and provincial governments”, and “municipalities”. Recognising the historically diminished use and status of the indigenous languages of the people, the state must take practical and positive measures to elevate the status and advance the use of these languages.

The Constitution also stipulates that the national government and provincial governments may use any particular official languages for the purposes of government, taking into account usage, practicality, expense, regional circumstances and the balance of the needs and preferences of the population as a whole or in the province concerned; but the national government and each provincial government must use at least two official languages.
Municipalities must take into account the language usage and preference of their residents. The Constitution emphasizes that all official languages must “enjoy parity of esteem” and be treated equitably, thereby enhancing the status and use of indigenous languages, with government taking “legislative and other measures to regulate and monitor the use of disadvantaged indigenous languages”. As a result, the promotion of the African languages in South Africa is a constitutional imperative, and that their promotion is crucial for the maintenance and furtherance of the country’s cultural and linguistic diversity as a positive national resource.

But the main consideration underlying the present proposal that African languages be used as media of instruction, is that such a practice is an essential condition for individual and societal development, for increasing the country’s workplace productivity and its international competitiveness, and for narrowing the gap between poor and rich (Webb, 2004). The PANSALB was established among other things, to promote, and create conditions for development and use of all official languages, the Khoi and Nama and San languages and sign languages, and also promote and ensure respect for all languages commonly used by communities in South Africa.

Even though the Constitution does accord English any special status, in practice, English does have special status in South Africa. Not only it is spoken as a second language, but it is the first language of a substantial White population and, increasingly there are first language speakers of English in the
younger generation of South African Indians and among Coloureds and a smaller number of Black South Africans.

More importantly, as Kamwangamalu (2001) describes, the multiple roles that English performs in South African society make it hard to displace from its current position, even if new policies are enacted to provide more parity to the African languages. He says English is also the language of science and technology, of job opportunities, of cross-border and international communications and business of the state. In the next chapter the outcomes of the research will be analysed, and recommendations given where applicable.
CHAPTER 5

SUMMARY, FINDINGS AND RECOMMENDATIONS

5.1 Introduction

This chapter serves to conclude the study on an investigation into Language Policy Implementation Plan. The objective of this study is to: (i) investigate the current state of language policy implementation plan in local government sectors and schools, (ii) to propose a strategy of drafting language implementation plan. In order to make this study a success, the Nelson Mandela Metropolitan Municipality was used as an example.

Furthermore, this study used selected schools for the language policy implementation plan. The success of a language policy is measured by the effectiveness of its implementation.

This study first tries to critically analyse the language policy drafted by the municipalities and schools in the Eastern Cape. Secondly it discusses the challenges facing languages in the Eastern Cape and lastly, it proposes a language policy implementation plan for the municipalities and schools.
5.2 Findings

5.2.1 Municipal language policy

Few of the Eastern Cape municipalities have language policies. To mention a few, The Great Kokstad, Umzimvubu and the Nelson Mandela Metropolitan Municipalities have a language policy. Although the above-mentioned municipalities recognise the Constitution to promote multilingualism, the implementation has not yet fully been done. Major documents of the municipalities are still written in English and Afrikaans. The language policy of the Eastern Cape clearly states that, this province has four official languages, namely, isiXhosa, Sesotho, English and Afrikaans.

Internal communication is carried out in two languages namely; English and Afrikaans. Even when conducting interviews, English is used, whereas the Constitution stipulates that, no person must be discriminated against because of the use of his or her language. In the language policies of these municipalities it is stated that, the municipality must provide multilingual community interpreters from among its own staff as support mechanisms for written documents to assist the illiterate.

Some of the buildings, like town halls and schools have an historical background, so it will be wise to engage the community in this process. Identification signs are also in English and Afrikaans. The language policy of
the Nelson Mandela Metropolitan Municipality states that identification signage and directions in municipal offices or facilities must be in the three official languages of the Metro. Where the law permits, the three official languages must be used equitably on local road and direction signs (Nelson Mandela Metropolitan Municipality Communication Policy, 2001).

Nelson Mandela Metropolitan Municipality is used in this study as an example. The language policy of the NMMM was drafted in 2004 by municipal officials in collaboration with experts from the NMMU. These experts were familiar with the demographics and social setting of the NMMM. Once all the steps were completed, then the policy was adopted and the implementation took place but not fully.

Table 6: 2001 National Census on language distribution in the NMMM:

<table>
<thead>
<tr>
<th>Language</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>isiXhosa</td>
<td>57%</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>29.7%</td>
</tr>
<tr>
<td>English</td>
<td>12.4%</td>
</tr>
<tr>
<td>Others</td>
<td>0.9%</td>
</tr>
</tbody>
</table>

(http://www.statssa.gov.za)

The 2001 result did not change during 2004 when samples were taken for the purpose of the NMMM language policy. The results of the research indicated that, the majority of Nelson Mandela Metropolitan Municipality residents are
isiXhosa, Afrikaans and English speakers. They supported fully the use of three languages as languages of the Metro. They also indicated that they prefer their home language to be used in letters and documents from the NMMM. On the question on identification signage and directions of municipal offices and facilities, residents said, they prefer them to be in the three commonly spoken official languages of the Metro. Also on road signs and directions, the three spoken official languages must be used equitably.

As previously stated, the language policy of the NMMM is built on the framework provided by Section 6 of the Constitution of the Republic of South Africa (Act No.108 of 1996), the Eastern Cape draft language policy (compiled by the Provincial Language Committee in 1999) and the South African Languages Bill (2003) (Somniso, 2007). The language policy of the NMMM acknowledges that South Africa is a multilingual country, and the province in which it is situated has accepted three official languages.

Since the main aim of the NMMM is service delivery, it is also important for it to adopt a language policy that will accommodate everyone and make the process of service delivery effective. In line with this principle, the NMMM also attempts to accommodate, where feasible, the use of other languages of South Africa and the world to enhance communication with business investors and visitors, and to promote tourism in the region. The municipality in upholding the principles of the Constitution, has agreed to deliver services by adhering to the following:
promoting multilingualism proficiency in municipality.

promoting of the usage of the official languages of the Metro.

promoting of the previously marginalised languages.

promoting good language management for cost-effective and efficient public service administration in accommodating the needs of residents.

The policy also suggests that English will be used as an official language, but provision will be made for documents to be written in isiXhosa or Afrikaans. The policy stipulates that when naming the streets and adverts, the principle of multilingualism will be exercised. Looking at people with disabilities, the policy has made adequate provisions for people with visual disabilities in the form of large print as well as Braille, audio cassettes and other audio media. For people with hearing disabilities, the municipality will provide visual information, including sign language. The municipality is also aware of the challenges that will arise regarding this implementation. These language-specific challenges are listed as follows:

developing isiXhosa for use as an effective instrument in prompting the principle of Batho Pele in service delivery and for higher functions within the community.

promoting its standardisation and lexicographical expansion and increasing the knowledge of isiXhosa as a second language, particularly among non-Xhosa-speaking municipal employees.
allowing Afrikaans, which has lost many of its functional roles in public life, to be utilised for those functions by all speakers who wish to do so.

It has also been stated in the policy that special provision for people with disabilities will be provided, such as lowering of counters for them. This process has not yet happened and as a result people living with disabilities are struggling to adequately access service delivery. Those who have eye-sight problems are also suffering when reading the municipality documents. Also people who are illiterate are struggling to understand what is written in the documents because the documents are in English.

When formulating the policy, the NMMM was faced with the problem that its residents were not all proficient in English or Afrikaans, which were the official languages of the previous government. The Metropole had to design a policy to accommodate all, or the majority of its citizens (Somniso, 2007). It is very important to realise that South Africa is a multilingual country, at whatever level.

5.2.2 Language Policy Implementation in Schools

Some school governing bodies refuse to comply with all the provisions of the language in education policy and use explanations as varied as school culture, corporate vision, capacity and resource availability as covers for their actions. Most of the schools need to be supported in their structuring of appropriate school language policies. One school had a language policy that used English only as the medium of instruction. Black children have lost their language and
culture. Black children have been turned into “coconuts” meaning black outside and white inside (Mathwa, 2007 in Leap, 2007:3).

These “coconuts” are children who are produced by the former Model C schools. Children who learn in these schools are guaranteed access to better job opportunities. Children who attend schools in which African languages are used as medium of instruction at the beginning of the school programme, become disadvantaged. The Black communities will not accept education in the medium of an African language and will ‘trade in’ their own language for English unless they are convinced that the outcomes of education in the medium of an African language will be as rewarding as those of English or Afrikaans-medium education (Kamwangamalu, 2001).

Questions such as “Would education in the medium of an African language enhance the target population’s standard of living?” were raised by some parents during the interviews. Would it give them a competitive edge in the employment market? What benefits would individuals actually reap, particularly in the labour market, because of their skills in an indigenous language?

A related question is, “Who must ensure that an indigenous language becomes economically viable?” Language communities tend to rely on the government to develop their respective languages, but it does not have the resources to develop all these languages, nor as the Soweto uprising in 1976 showed, does it have the power to impose a particular language on the population.
Even after 1994, African languages remain compromised. English is still recognised as the superior language for the education of their children by academics and elites, as well as parents speaking African languages. As Alexander (2007:15) puts it, the hegemony of English should be a matter of serious concern. Therefore, counter-hegemony strategies have to be formulated and implemented.

Despite of the provisions that have been made in developing the process of multilingualism in South Africa, English has expanded its position as the language of access and power with the relative influence of Afrikaans shrinking and African languages effectively confined to functions of ‘home and hearth’ (Probyn, 2005:1). In the Eastern Cape where this research was conducted, the main languages are isiXhosa, English and Afrikaans. English is the language of learning and teaching in an area where the majority of the learners are isiXhosa speakers.

It also appears that the majority of learners have limited access to reading material. A national survey established that only ten percent bought newspapers and magazines and more than fifty percent indicated that they had access to fewer than ten books. Thus for many township and rural learners, the oral language of the school and classroom beyond the first three grades, is frequently their home language, whereas the language of reading and writing and assessment at school is English.
No formal interviews were conducted in the schools visited. Teachers were merely questioned informally and were more than willing to participate. Those who participated stated that they do not have a formally constituted language policy, but stated that the language of learning and teaching is isiXhosa for Grades 1 and 2 and that thereafter English is used.

Teachers also use code-switching when conducting their lessons, the reason being that learners understand the subject matter better in their mother-tongue. It is important to realise that South African classrooms, at whatever level, are multilingual. Even if teaching is in one language, the students are from different language backgrounds and are probably not proficient enough in the language of the textbook and/or the lecture. Explanations are mainly given in English with some code-switching to isiXhosa when learners are unable to understand.

The higher dominance of English can be attributed, partly, to these teachers completing their tertiary education through the medium of English, thus having acquired higher levels of proficiency in English as compared to Afrikaans. This is common among adults who completed their teacher training during the 1970’s and 1980’s, when English was perceived as the language of social and political liberation among the disadvantaged groups and therefore as the best option for career purposes (Braam, 2004).

The Department of Education’s Language in Education Policy, applicable to schools, recognises the critical importance of the mother-tongue as the language of the heart and hearth. It also promotes additive multilingualism.
This means that learners must learn additional languages while maintaining and developing their home language. Additive multilingualism makes it possible for learners to acquire complex skills such as reading and writing in their strongest language. They are then able to transfer these skills to their additional language (Language Policy, W.C:2007). In the higher learning institutions, language policies are in place and the process of implementing them is running smoothly.

There is consensus that parents insist on their children being admitted to an English–medium school, which presents teachers with the challenge of teaching concepts to Afrikaans and isiXhosa-speaking children through the medium of English. Parents’ responses to policy-specific questions were similar to that of the teachers. However their responses were more fervent when it came to questions relating to language attitudes. Parents feel that the SGB should be involved in the decisions about language policy. They agreed that the SGB had minimum knowledge of the significant role that an active school language policy can play in the effective education of their children.

Both parents and teachers expressed an interest in their children knowing English, as it is important for their future. As Probyn (2002:41) says:

parents in these schools see English as a way to ‘put bread on the table’, a way out of the poverty trap.
Keating (2005) agrees with Probyn by saying that pupils taught in their mother-tongue for the first four years perform better than those who opt for instruction in their second or third language.

Implementing home-language education at schools is not without challenges. In areas such as the Eastern Cape, where the vast majority of teachers and learners are isiXhosa speakers, it would seem practical to use isiXhosa for teaching and learning. Kamwangamalu, 2004 quotes (Toffelson, 1991) saying, firstly, for African languages “to arrive,” Black South Africans, whose languages have been marginalised for centuries, need to know what education in their own languages would do for them in terms of upward social mobility.

Firstly, African language(s) does not ensure one social mobility and better socio-economic life. Secondly, those who can afford it, among them policymakers themselves, send their children to schools where the medium of instruction is English; and thirdly, that when all is told, only education in English opens doors to the outside world as well as to high-paying jobs that an education in the medium of an African language does not open at the moment.

As for the African languages, they are shunned by their own speakers because they carry the status of an inferior language, a stigma with which they were associated during the apartheid era as a result of the Bantu Education Act. (Kamwangamalu, 2004). He also says that, as much as one would like to agree with the view expressed by Wright (2002:173) that:
no part of South Africa, is in principle, going to permit its children to be divorced from their home language and culture,” the reality is that the contrary is already happening.

In their studies, De Klerk (2000), Bowerman (2000), and Kamwangamalu (2003), discovered a major language-preference shift in urban centres in the Eastern Cape, Western Cape and KwaZulu-Natal, respectively. They discovered that Black parents consciously forbid their children to speak an African language in favour of English in the home, a domain that Fasold (1984) describes as the last bastion of a subordinate language, in this case an African language, in competition with a dominant language of wider currency, English. Of the schools visited, no school had an official language policy.

One of the most important points raised, was the lack of sufficient scientific and technological terms. According to Alexander (2007:3), all languages are equal in their capacity to express human thought and feeling. All languages can be developed to give perfect expression to anything that the human mind and human society can produce or create.

One of the major constraints on the implementation of policy is the availability of resources needed to put policy into effect. These include human resources, funding, school facilities, materials and textbooks. One example of a resource constraint on language policy implementation can be found in many state-aided schools. State-aided schools are those which have their quota-restricted
teaching staff’s salaries paid by the state. Any additional teaching staff have to be funded internally from the school’s own budget.

School principals in the Eastern Cape Province, for example, have pointed out that language policy recommendations from the state to promote African languages cannot be followed because these schools do not have qualified teachers of African languages, the state will not give them any, and they cannot afford to employ staff members above the stipulated quota, themselves.

Furthermore, in the education system there are no qualified subject advisors in African languages. Therefore after fifteen years into the new dispensation, nothing significant has been done to alter a situation in which the majority of children are obliged to receive their basic education largely through the medium of a second or even a third language.

It would appear that at grass root level, the vast majority of teachers would prefer isiXhosa as the medium of instruction in their schools because of all the above reasons given by the teachers who completed the questionnaires.

Black pupils saw education in their mother- tongue as a dead end. Under the new government in 1994, a number of changes took place in the country. One of the main objectives of the new multilingual language policy has been to promote the status of the nine official African languages against the backdrop of post discriminatory language policies.
Accordingly, the new Constitution states that ‘recognizing the historically diminished use and status of the indigenous languages of our people, the state must take practical and positive measures to elevate the status and advance the use of these languages.

Block and Alexander (2001:25) express the hope that:

- the window period of opportunity will remain open for another few years and that the multiplication of such projects in different areas of South Africa involving all the different languages…will shift the balance of power in favour of those for whom ostensibly the democratic transition was initiated.

Similarly, while Block and Alexander acknowledge that the languages of South Africa are situated along the macro-micro context continuum with English at the most macro (powerful) end and the indigenous African languages clustered at the most micro (powerless) end, and with Afrikaans somewhere along the middle, they go on to make clear that what is at stake with the new multilingual language policy is the:

- gradual shift of power towards the languages of the majority of the people, who continue in linguistic terms to be treated as a social minority.
Attitudes towards the use of African languages as media of instruction have been negatively influenced by the language policies under the apartheid government which in 1953 extended the use of mother-tongue as medium of instruction for African learners from the first four to the first eight years of schooling, not for any pedagogical purposes, but rather to further their policies of separation and discrimination (Probyn, 2005).

However, as long as parents and teachers equate English acquisition with time on task, and therefore as the language of learning and teaching, they are unlikely to make decisions about school language policy that include a stronger role for home language as language of learning and teaching.

5.3 Recommendations for Municipalities on Language Policy

Without an equitable language policy, municipal administration would thus be discriminatory and public participation would be hampered. In order to address the language needs, preference and interest of the community, all municipalities should have their own localized policies to enhance their service delivery. The Provincial Language Policy stipulates that all government (provincial and local government), as well as institutions exercising a public power or performing a public function in terms of legislation are bound by this Language Policy Framework.
In Somniso’s (2007:8) view, the most important aspects to be considered during the formulation of a policy are the needs and priorities of individual communities. Some of these needs are consultation and participation. Consultation needs to be done when dealing with community matters such as, changing of street names, and buildings. In order for this process of changing names to be smooth, prior consultation with the members of the community is very important.

It is recommended that the procedures followed by the Nelson Mandela Metropolitan Municipality in designing its language policy be adopted in principle, but also be improved. Residents should participate in order to ensure maximum participation by all.

By consensus, each government structure must agree on a working language(s) (for both intra- and interdepartmental communication purposes), provided that where practically possible, no person will be prevented from using the language(s) of his or her preference. For the purposes of conducting meetings or performing specific tasks, every effort must be made to utilise language facilitation facilities such as translation and/or interpreting (consecutive and simultaneous, as well as whispered interpreting) where possible.

When formulating a policy, the planners must consider the legislative aspects. All of their principles must be in line with the Constitution. It is also wise for the Metro to inform members of the community prior to discussions about the
language policy of the Metro, so that the community could be involved. Those discussions will help the Metro to know more about the status and opinions of its community. Following are some of the recommended activities that can be of great help in the implementation process.

5.3.1 Language awareness campaigns

In dealing with language awareness campaigns, the following short and long term strategies must be considered:

5.3.1.1 Short Term Strategies

Language awareness campaigns are necessary in order to evoke public interest in language matters. Strategies such as the following can be implemented immediately:

(i) Active promotion through the print, radio, and electronic media.
(ii) Distribution of relevant material to the public, books, dictionaries etc.

5.3.1.2 Long Term Strategies

(i) For these strategies to take place, promotion of multilingualism in South Africa and financial resources must be a priority.
(ii) The question of resources must be addressed by the local and the provincial government.

(iii) Government centres which have been developed must liaise more with the different departments in their local communities.

The following are some of the suggestions on these campaigns as stated by the (DAC,doc,2003:22).

. alignment of language policies and practices in the various spheres of government.
. encouragement of public servants to provide a service to clients in their own language.
. promotion of greater language tolerance in South Africa.
. popularising the National Language Policy Framework and make the people aware of the constitutional provisions on multilingualism.
. encouraging people to use their own languages and learn other languages.
. informing business and the private sector of the bottom-line benefits that can be derived from implementing multilingual policies.
. creating an awareness of the value of South Africa’s linguistic diversity as part of our heritage.
In a multilingual environment, telephone interpreting is of vital importance. The DAC has already established such a facility. Another facility that is in place is electronic translation. PANSALB has also established an electronic translation programme in conjunction with Afrilingo, a company that has translated English computer programmes into isiZulu, isiXhosa, seTswane, seSotho and Afrikaans. A Khoi and San language body was established in 1999 to promote and develop these languages.

This body has been conducting surveys in communities where the Khoi and San languages are spoken, in order to record and standardise terminology. Lexicography and terminology departments are in place in South Africa, so it is up to each and everyone to make use of them. What is clear, however, is that language practices in most of the country flout the principle of language equity as enshrined in the Constitution. All official languages must enjoy parity of esteem and must be treated equitably (The Constitution, 1996, Section 6(2). As the research has indicated, it is too soon to tell what effect, if any, the question of language equity and language policies will have on South Africa.

PANSALB has already set up the National Language Boards to develop, promote and identify priority areas for the development of Khoi, San and Sign Languages in order to raise their status.
5.3.2 Sign Language

This term refers to the language of the Deaf. Sign Language is a language that has its own vocabulary and grammar and is therefore regarded as a language on its own right. There are several regional variations of Sign Language in South Africa. To distinguish the Sign Language used in South Africa from Sign Language of other countries, it is sometimes called South African Sign Language (SASL). People who use Sign Language must not be discriminated against. Sign Language should be recognised as a language in its own right and as the official medium of communication with people with the deaf.

There are a large number of sign languages that are used by the deaf in the different settings around the world. Although these different natural sign languages share certain generic features, their use of space for linguistic purposes, etc., and while some sign languages are genetically related to others, there are sign language families just as there are spoken language families (Ricento, 2006:330).

Government should make resources available to facilitate the development and standardisation of Sign Language. Training courses (including a television course) for Sign Language interpreting should be developed which could be used as a medium of instruction for Deaf children in school.
5.3.3 Media

The media will play a central role in creating awareness on the Language Policy Framework. The aim of using the media will be to target the public with a view to educating them about the contents of the Policy so that they properly understand their rights and responsibilities. The media can play a pivotal role in uplifting the campaigns of language development. People listen on the radios, others on television and some read newspapers. If the media of South Africa can promote multilingualism, the community will follow suite and the negative attitudes towards mother-tongue and isiXhosa especially, will hopefully end.

5.4 Recommendations for Municipalities on Language Policy

Implementation Plan

The implementation of the Language Policy will result in high demand for translation and editing, and the development of terminology in all fields will therefore be crucial, requiring the collaboration of all stakeholders, language units and language bodies. The vehicle through which the implementation of Language Policy will be facilitated are terminology development, translation and editing, language technology, a language code of conduct, a directory of language services, language audits and surveys, language awareness campaigns. If all municipalities could follow the above-mentioned recommendations, the whole process of language implementation will be a success.
5.5 Recommendations for Schools on Language Policy

Schools must have formal policies enabling them to monitor, evaluate and improve themselves. It is important to see the official policy as something flexible and open to change, since in every school the sociolinguistic context is dynamic. The Department of Education is expecting schools to give attention to school improvement and quality enhancement. This policy specifies “Language of instruction” (DOE, 2000) as a process indicator of how the school is going to achieve its goals. It is to be given emphasis by district officials, SGB and School Management Teams as the overseers of the implementation of this policy so that the school dropout rates can decrease.

The Department could be the agent for providing the resources to facilitate this type of systematic change. The role of the school in the community and that of the teachers in the classroom is an important dimension in this regard. One way of contributing to this change, is by redefining their roles within an additive-bilingualism paradigm so that the learner’s academic performance can be improved and enhanced social integration can be achieved. This will pave the way for developing and enabling children to become proficient in English, Afrikaans and isiXhosa. School Governing Bodies must be mobilised in formulating appropriate school language policies that are guided by theory and context.
5.6 Recommendations for school Language Policy implementation

(i) Resources

These must be made available to develop and expand the African languages for educational and technological purposes as required. It has been stated that dictionaries and text-books for all the subjects have been compiled. The government together with all the stakeholders must ensure that the material reaches those for whom it is destined. Mother-tongue love must be instilled at the early age so that the younger generation will grow up valuing their language(s). One of the major discoveries of this research is that in most schools, resources are limited. None of the schools had received Science textbooks for Grade 8, despite the fact that this was the year 2005 that the new curriculum was being introduced.

(ii) Training facilities

Not all educators are presently involved in the professional education of pre-service teachers, so it is very important for stakeholders to see to it that every educator undergoes training. Language teachers must be taken through thorough training for the subjects they are teaching. The value of teaching language must be re-instilled at schools. Teachers must encourage learners to read more books in their mother-tongue.
Also teachers of languages especially isiXhosa, must be respected for the work they do. Incentives such as, bursaries and scholarship should be made available for those students who wish to further their studies in language. Teachers need to be assisted to work effectively within the current constraints, linguistic and material.

(iii) Structures

All language boards such as the Pan South African Language Board, the National Language Services, and the isiXhosa Language Board must render assistance to the schools.

(iv) Mother-tongue tuition

The results of the survey show a positive attitude towards mother-tongue education in schools. The majority feel that those who receive mother-tongue instruction perform better and that the learners who are taught in a second or third language often become drop-outs. Also they feel that more emphasis should be put into developing learners’ proficiency in the language of learning and teaching, and how to use learners’ home language as a resource to develop conceptual understanding and as a bridge to learning additional languages.

As Sokwala (1992:10) explains, the question of mother-tongue as medium of instruction in multilingual societies, has become a common household word.
because of its grave educational, sociological, linguistic, psychological, economic and political implications and consequences.

(v) Multilingualism

Multilingualism is regarded as essential for educational and economical empowerment, enhanced communicative abilities and nation building. Most people are in favour of their children learning a third language in the primary school, and of adults being afforded opportunities to learn a third language to facilitate understanding.

School language policies should promote ‘additive bilingualism’, which is defined as maintaining home languages while providing access to and the effective acquisition of additional languages. Current legislation allows the Department in accordance with the Constitution, to implement the policy of making three languages compulsory. The Language in Education Policy, published in terms of Section 3(4)(m) of the National Education Policy Act, 1996, confirms that the right to choose the language of learning and teaching is vested in the individual, but indicates that this right has to be exercised within the framework of the obligation on the education system to promote multilingualism.

Language policy in Higher Education institutions should also ensure access to appropriately qualified foreign students and academics who wish to study and work at South African Institutions. As part of the facilitation and promotion of
the National Language Policy in Higher Education, Centres for Language Development should be identified and be located in designated Higher Education Institutions. Fortunately in the Eastern Cape there is already an existing centre. Educators and principals of schools simply need to use it.

5.7 Concluding Remarks

From the above discussions it is clear that language is one of the most important aspects of life. As Vuolab K. (2003) states, language is culture, a product and manifestation of culture. He also mentions that human beings start to learn their mother-tongue before they are born. A language is also the most valuable inheritance of human beings. Without it every generation would be forced to experience and discover for themselves how to gain protection from frost, storm, wind, snow, rain and sunshine. If any language in the world dies, with it disappears great human wisdom, the experience of life over thousands of years. With a language disappears a treasure of knowledge that could save human life from the danger of destruction.

Life on Earth cannot afford to lose any human language. South Africa is undergoing great change, not least in the areas of educational and language policy. It is moving away from policies that emphasised strong boundaries between languages and people, towards those that encourage people to learn and use many languages to communicate with each other (Mesthrie R.:2002:359). Human beings all over the world have passed survival
knowledge on to following generations by telling stories, singing songs, reading poems, playing with words, chatting and telling jokes.

As Bauer (2006:2) says, people have to communicate with their families. If the language changed so fast that grandparents could no longer understand their grandchildren, it would not be effective within the family, let alone any wider social grouping. So language has to change relatively slowly in order to allow speakers time to get used to the changes, otherwise it could not fulfil its role as instrument of communication.

Languages are vital resources in both the economic and the cultural sense. Since English has been the dominant language of this country, people see it as a superior language amongst other languages. It is therefore the duty of the government since it has adopted eleven official languages, to see to it that the policies are being implemented.

Along these lines, as (Cooper,1989:72) puts it:

viewing mother-tongue education as a marketing problem entails “developing the right product backed by the right promotion and put in the right place at the right price.

Concerning the product, he says that language planners must recognise, identify, or design products which the potential consumer will find attractive.
These products are to be defined and audiences targeted on the basis of (empirically determined) consumer needs.

The success of multilingualism in this country will depend on many variables including the availability of human and financial resources, the political will, and the people’s attitudes, which in turn, are dependent on the pay-off of multilingualism. As Toffelson (1991:115) states:

only when the language achieves a full range of functions and stigma is attached to is use has it arrived.

He also says that, for African languages “to arrive,” Black South Africans, whose languages have been marginalised for centuries, need to know what an education in their own languages would do for them in terms of upward social mobility.

English has been used officially in South Africa for at least the past 190 years, and yet its distribution remains restricted to a minority elite group. Efforts to make English accessible to the masses have not succeeded. The majority remains on the fringe. Language-based division has increased, economic development has not reached the majority (Alexander,1997:88).

Promoting the indigenous languages also requires policy revision on the one hand, and ridding the languages of the Bantu Education Act on the other.
Therefore, for the indigenous languages to become competitive with English or Afrikaans-medium education, they must be ‘cleansed’ of the stigma of inferiority they have been carrying for decades (Kamwangamalu, 1996, 1997b).

This cleansing he says can be achieved by investing the indigenous languages with some of the advantages and perquisites that are currently associated only with English and/or Afrikaans. For instance, a certain level of knowledge of the indigenous languages should become one of the criteria for upward social mobility, for political participation, and for access to employment in the civil service.

The Black communities will not accept education through the medium of an African language and will ‘trade in’ their own language for English if they are not convinced that the outcomes of education in an African language will be as rewarding as those of English or Afrikaans-medium education. Kamwangamalu, (2004), quoting Lynn (1995) agrees by saying, as for the African languages, they are shunned by their own speakers because they carry the status of inferior language, a stigma with which they were associated in the apartheid era as a result of the Bantu Education Act and because African languages have no cachet in the economic context.

Looking at the statement above, it is clear that drastic measures need to be taken before it is too late. One of the suggestions mentioned in this discussion was to entice the younger generation to take courses in languages, by offering them bursaries and scholarships.
Unless the status of African languages is improved along the lines suggested in this research, language shift will accelerate and will become unstoppable. A language, a mother-tongue, is the most valuable inheritance of human beings.

This study was introduced with aim of looking at the implementation of the language policy of the Eastern Cape. Chapter One dealt with language in general. It is clear that without language the human nature will be lost and the treasure of the country. It is therefore imperative for each country to preserve its language(s) for the benefit of the future generation.

South Africa is a multilingual country, as stipulated in the Constitution. After 1994 South Africa adopted eleven official languages. The Constitution also says that each language must enjoy parity of esteem. Therefore it is the duty of the government to ensure that each province and local governments has implemented the language policy.

As Kamwangaamalu (2000b) observed, it is too soon to tell what effect, if any, the implementation of language policy has brought in this country. What is clear, however, is that language practices in most of the country’s institutions flout the principle of language equity enshrined in the Constitution.
ADDENDUM A

EMPLOYEES:

1. How long have you been working here?
   .............................................................

2. What is your home language?
   .............................................................

3. Which language(s) do you use at work?
   .............................................................

4. Does your employer practice multilingualism?
   .............................................................

5. Do you encounter any problems when communicating with your employer?
   List the problems:
   .............................................................
   .............................................................
   .............................................................

6. What do you think will be the solution?
   .............................................................
ADDENDUM B

EMPLOYERS:

1. How long have you been in this company?
   ..............................................................................................................

2. You have different cultural groups in your company, which language is used to communicate with the employers?
   ..............................................................................................................

3. Are all the employees fluent in this language?
   ..............................................................................................................

4. What are the problems that you encounter which are related to language use? List them:
   ..............................................................................................................
   ..............................................................................................................
   ..............................................................................................................

5. Do you have any problems dealing with different cultures?
   (a) ..............................................................................................................
   (b) ..............................................................................................................
   (c) ..............................................................................................................
   (d) ..............................................................................................................

6. What do you think is the solution to this problem?
   (a) ..............................................................................................................
   (b) ..............................................................................................................
ADDENDUM C

LANGUAGE TEACHERS:

1. In which province is your school?  
   ……………………………………………………

2. What are the official languages at your province?  
   ……………………………………………………
   ……………………………………………………
   ……………………………………………………

3. Which language do you use as the medium of instruction?  
   ……………………………………………………

4. Why?  
   ……………………………………………………

5. Does your school have a language policy?  
   ……………………………………………………

6. Have you implemented it yet?  
   ……………………………………………………

7. What challenges have you encountered in implementing this policy?  
   (a) …………………………………………………
   (b) …………………………………………………
   (c) …………………………………………………
   (d) …………………………………………………
   (e) …………………………………………………
8. What do you think are the causes of these problems?
   (a) .................................................................
   (b) .................................................................
   (c) .................................................................
   (d) .................................................................

9. Are the teachers fluent enough in the medium of instruction they are using?
   ........................................................................

10. If not what are the measures that the school is taking to solve the problem?
    (a) .................................................................
    (b) .................................................................
    (c) .................................................................
    (d) .................................................................

11. Are there any foreign learners in your school?
    ........................................................................

12. If so how are they coping with other languages?
    ........................................................................

13. Do you think it is right for non-mother-tongue to teach languages that they do not know?
    ........................................................................

14. What can be the solution to this problem?
    ........................................................................
15. What effect will this have on the learners?

.................................................................

.................................................................

16. What can be done to solve the language problem at schools?

(a) .................................................................

(b) .................................................................

(c) .................................................................

17. What do you think are the causes of Black students migrating to White schools?

(a) ................................................................

(b) ................................................................

(c) ................................................................

18. What do you think about mother-tongue teaching?

.................................................................

19. What can be done to keep education balanced in South Africa?

(a) ................................................................

(b) ................................................................

(c) ................................................................

(d) ................................................................
QUESTIONS FOR THE PUBLIC:

1. What language do you use at home?

2. What do you do for living?

3. What do you know about South African languages?

4. Do you know anything about multiracialism?

5. How do you feel about it?

6. How do you feel about multilingualism?

7. Which language(s) do you think must be used when dealing with the community?

8. Do you encounter any problems when communicating with members of other races?

9. If yes, what can be the solution?
10. How do you feel about mother-tongue teaching in our schools?

……………………………………………………………………...

11. What can be done to develop this?

……………………………………………………………………...

……………………………………………………………………...

12. In South Africa what can be done in order to develop the understanding of multiculturalism and multilingualism?

(a) …………………………………………………………………..

(b) …………………………………………………………………

(c) …………………………………………………………………

(d) …………………………………………………………………

(e) …………………………………………………………………

13. Are the resources available enough for this to happen?

……………………………………………………………………...

……………………………………………………………………...

14. What role can the community play in developing multilingualism in this country?
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