

**Making South African Tertiary Education Multilingual: The
Implementation, Monitoring and Evaluation of SANTED Multilingualism
Projects 2007 – 2010**

by

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Declaration

I, the undersigned, **Bulelwa Balise Nosilela** declare that this thesis is my own work and that all the sources I have used or quoted have been indicated and acknowledged by means of complete references. This work has not been submitted previously in its entirety, or in any part, at any other higher education institution for degree purposes.

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B. B. Nosilela

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Date

Dedication

I wish to dedicate this thesis to my mother, Dr Thandiwe Ntlabezo & father Wilget Ntlabezo who have always been my inspiration and role models.

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There are a number of people who have supported me throughout the writing up of this thesis. Without their support this work would not have been possible.

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Abstract

This thesis focuses on multilingualism as it applies to education, particularly higher education in South Africa. The thesis suggests that language must be seen as critical in education (Obanya, 2004; Wolff, 2006). This thesis also suggests that there is a link between a person's general competence in an educational environment, and that person's language competence. In support of other scholars, this thesis also finds that learners from low social classes in society have a restricted linguistic code and therefore the learners from these social classes lack the ability to express themselves in an elaborative manner in a cognitive situation while learners from upper social class have an elaborate linguistic repertoire in the language of instruction, namely English.

Even though general policy in South Africa and Africa as a whole recognises this relationship between language and education, this thesis finds that very little is being done to implement these well-meaning policies. The SANTED (South Africa-Norway-Tertiary-Education) programme, which forms the focus of this thesis, is seen as an exception. While there is an increase in the number of learners and students accessing centres of learning, especially those from historically-disadvantaged backgrounds (CHE Higher Education Monitor, 2008), there is at the same time rigorous debate in South Africa at the moment as to whether these learners and students benefit optimally from knowledge offered in centres of learning, and are therefore, not accomplishing success expected from them (Boughey, 2008). This thesis suggests that at the centre of this debate is the understanding that, while there are a variety of factors that might affect their success, for example social and economic status, schooling background in case of students in higher education, language plays a pivotal role.

This thesis analyses the challenges and successes which faced the SANTED programme at a number of South African institutions where language issues were brought to the centre of the learning process. The thesis also assesses best practices in various African countries and makes recommendations regarding language-use in Higher Education, as part of a transformation

process. The collaboration between the South African and Norwegian governments provided impetus to policy implementation. It also had other focus areas such as capacity building, access, success and retention and collaboration with Southern African Developing Countries (SADC). This thesis shows, through a critical analysis of SANTED, that it represented an important intervention regarding the promotion of multilingualism.

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ACRONYMS

ACALAN	African Academy of Languages
ADEA	Association for the Development of Education in Africa
AU	African Union
CEPD	Centre for Education Policy development
CHERTL	Centre for Higher Education, Research, Teaching and Learning
COPAL	Universities of South Africa Community of Practice for Teaching and Learning of African Languages
DoE	Department of Education
DUT	Durban University of Technology
EAL	English as an Additional Language
HAI	Historically Advantaged Institutions
HE	Higher Education
HEI	Higher Education Institutions
HEQC	Higher Education Quality Committee
ICT	Information and Communications Technology
IMPLAN	Implications of Language for Peace and Development
LANGTAG	Language Task Group

LiEP	Language in Education Policy
LoLT	Language of Learning and teaching
LPDO	Language Planning Development Office
LPHE	Language Policy for Higher Education
MEP	Multilingualism Education Project
NLUs	National Lexicography Units
NLB	National Language Board
NORAD	Norwegian Agency for Development Co-operation
NQF	National Qualifications Framework
OUA	Organisation of African Unity
OSCE	On-Site Clinical Examination
PanSALB	Pan South African Language Board
SANTED	South Africa-Norway-Tertiary-Education
SAQA	South African Qualifications Authority
RSA	Republic of South Africa
RU	Rhodes University
SMP	SANTED Multilingualism Programmes
UCT	University of Cape Town
UKZN	University of KwaZulu-Natal
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WP	White Paper

CHAPTER 1: INTRODUCTION

1.1 General Introduction and Background

Multilingualism is a reality in most African countries and it offers a choice of language varieties and registers for different communities on the African continent. It can be defined as “the ability of societies, institutions, groups and individuals to engage, on a regular basis, with more than one language in their day-to-day lives” (European Communities, 2007:6). In this research multilingualism is regarded as people in a society using more than one language and in many registers and domains.

Speaking more than one language in South Africa is a norm, especially that there are languages that are mutually intelligible. Studies show that the ability to speak other languages in addition to your own is not just favourable to an individual, but it is vital for human development and social cohesion. It is only a few countries in the world that are linguistically homogenous, generally linguistic heterogeneity is common, especially in Africa (Language Task Group (LANGTAG), 1996). The fluidity of the borders of the countries of the world as a result of global connectivity and integration has facilitated linguistic heterogeneity further, with people with different languages and cultures coming into contact not only physically but also, with the rise of information technology, coming into contact through the cyberspace.

Multilingualism has an impact on global, continental, national and institutional policy and planning. In formulating policy and through the planning process, for example, the economy, politics and education, as well as the role of language should be at the forefront of the process. Typical language policies in various African nations recognise the significance of multilingualism in education, but they lack the impetus to implement their well-meaning provisions (Bamgbose, 1991; Alexander, 1991 & 2001; Kamwangamalu, 2000).

The acknowledgement of multilingualism in policies lies in the significant role language plays in building social cohesion and national unity, promoting economic and political mass participation and, most importantly, its contribution to effective learning in education

(Alexander, 1991; Bamgbose, 1991; Skutnabb-Kangas, 1988; Phillipson, 2009, Prah, 2003). The United Nations Declaration of Human Rights (2007), the Language Plan of Action for Africa (1986), the Constitution of the Republic of South Africa (1996) are, respectively, international, continental and national policy documents that address the need for promotion of linguistic diversity in the spheres above.

The Constitution of the Republic of South Africa is the embodiment of the values and vision that the state has for the nation – a united nation that acknowledges and respects linguistic diversity. The Constitution seeks, amongst other things, to enhance and improve the social and economic status of those people that were previously marginalized and disadvantaged, whilst at the same time encouraging racial understanding and reconciliation. Furthermore, the Constitution and subsequent legislation acknowledge the multilingual nature of South African society and, by so doing, also elevates the status of the nine indigenous and previously disadvantaged languages. Even though South Africa has always been a multilingual country, genuine recognition of multilingualism only transpired after democracy in 1994 (Maseko, 2008). The Constitution recognises eleven (11) of the twenty-five (25) languages of South Africa as official languages (1996). All institutions of state, for example, the judiciary, health, education, etc. have to align their policies, as far as multilingualism is concerned, to the language clauses of the Constitution.

The focus of this work is on multilingualism as it applies to education, particularly higher education in South Africa. The linguistic heterogeneity characteristic of South African society is also reflected in the linguistic composition of students participating in education, but maybe less on the language practices within these institutions. Language is seen as critical in education (Obanya, 2004; Wolff, 2006). With reference to language and education, Wolff (2006:49) states that ‘language is not everything in education, but without language everything is nothing in education’. Wolff (2006) and scholars such as Obanya (2004), Bamgbose (1991), Alexander (2003) opine that although there are factors that have an impact on achievement of quality education, the association between language and education is indisputable. Studies from these scholars indicate that there is a link between a person’s general competence in an educational environment, and that person’s language competence. Linguistic competence is used in this study to encompass issues like cognitive competence, cultural competence and

social competence (Hudson, 1980; Fisher 1949; Tarone and Yule, 1989). The relationship between the learner's linguistic competence and their performance in a learning environment was first propagated by Bernstein (1971) and later expounded by Stubbs (1976). Bernstein asserts that the social status of the learners or students within the society in which they are learning determines their general competence at school: Bernstein (1971) and Stubbs (1976) in their research on language behaviour of learners in a classroom conclude that the languages of the learners from the lower social classes in society have a restricted linguistic code and therefore the learners from these social classes lack the ability to express themselves in an elaborative manner in a cognitive situation while learners from upper social class have an elaborate linguistic repertoire in the language of instruction, normally English in the South African context. These linguistic codes provide learners with options on how they organise what they say and or write in a learning context, in the process of knowledge production (Bernstein, 1964:57-9).

Even though general policy in South Africa and Africa as a whole recognises this relationship between language and education, very little is being done to implement these well-meaning policies (Bangbose, 1991; Alexander, 2003; Heugh, 2002, Hartshorne, 2004). While there is an increase in the number of learners and students accessing centres of learning, especially those from historically-disadvantaged backgrounds (CHE Higher Education Monitor, 2008), there is at the same time rigorous debate in South Africa at the moment as to whether these learners and students benefit optimally from knowledge offered in centres of learning, and are therefore, not accomplishing success expected from them (Boughey, 2008). At the centre of this debate is the understanding that, while there are a variety of factors that might affect their success, for example social and economic status, schooling background in case of students in higher education, language plays a pivotal role.

A number of South African Higher Education Institutions have, over the years, taken initiatives to address the language problems experienced by students from historically-disadvantaged backgrounds, notably through Academic Development Programmes (Stephen, 2003; Mandew, 2003). Focus on these programmes, by and large, has been on developing academic literacy in English, the common language of learning and teaching (LoLT) in most universities (Starfield, 1994; Kapp, 2004; Bangeni and Kapp, 2006). The *Language Policy for*

Higher Education (LPHE) (2002) and the *Development of Indigenous African Languages for Use in Higher Education* (2003) are two policies that, subsequent to the Constitution, outline the need for the development of academic literacy to speakers of languages other than English. However, the critical point in these policies is the need for the promotion of multilingualism in higher education, and the development of indigenous African languages as languages of teaching and learning in higher education. This national strategic policy and plan on language use in higher education is a continued acknowledgement of the critical role language plays in learning and in the promotion of social cohesion in society.

The collaboration between the South African and Norwegian governments on a programme to pilot the promotion of multilingualism in South African Higher Education has been recognised as one of the tangible efforts in realising the key objectives of the above policies. This collaboration, under the auspices of the South Africa-Norway Tertiary Development (SANTED) Programme, has other focus areas such as capacity building, access, success and retention and collaboration with Southern African Developing Countries (SADC). This thesis provides a critical analysis of the SANTED programme and its contribution to the promotion of multilingualism.

1.2 SANTED Phase II Multilingualism Programme

SANTED was an outcome of a collaboration between the South African and Norwegian governments. It was conceptualised with the main intention of assisting in the transformation of higher education. The programme agreement was drawn specifically between the Norwegian Agency for Development Co-operation (NORAD) and the South African National Department of Education and Higher Education institutions as a three year development programme. The project became known as the South Africa Norway Tertiary Education Development Programme (SANTED). The programme was managed by the Centre for Education Policy development (CEPD) which, amongst other tasks, supported the national Education Department then, particularly in managing its grants and advising on development and implementation of policy pertaining to education.

According to the programme's broad aims it is meant to support the South African Department of Higher Education in building a system that is based on "principles of social justice and equity and that has the capacity to operate effectively and efficiently to meet the educational, cultural and economic needs of a diverse society" (CEPD, 2006). The programme also aimed to address transformation issues at South African tertiary institutions. It also responded to the policy developments and implementation processes after the political change and the movement to the era of democracy in South Africa. SANTED's intention was to address the key national policy goals which are access, retention and success, capacity-building, multilingualism and SADC collaboration within institution-based projects (CEPD, 2006). Multilingualism was included in SANTED Phase II goals as a programme that could conceptualise academic language programmes facilitating multiple language acquisition by students and staff, develop multilingual teaching resources, focussing on indigenous African languages. Multilingualism was not part of SANTED Phase I programmes (2001-2005). Its introduction in 2006, as Maseko states,

[It] presented South African higher education institutions with an opportunity to pilot research on implementation of multilingual teaching models [and] the aim of these models was to initiate the implementation of multilingual teaching and learning in higher education, as stipulated by language policy at both national and institutional level (Maseko, 2014:82).

Language is identified as one of the main hindrances in the success of students participating in higher education from historically disadvantaged schooling backgrounds (Bangeni & Kapp, 2006; Madiba, 2002). Even though the number of historically disadvantaged students has drastically increased in the historically advantaged institutions (HAIs) of higher learning since democracy, these students were not electing to study African languages, or to study in them, or even in support of them to be used alongside other dominant languages of higher education, e.g. English. Use of own primary languages in the learning process in higher education had never been presented as an option, regardless of the fact that there was evidence that students from historically disadvantaged institutions failed or underperformed at university (Higher Education Monitor). In fact, instead of their retention and success in these institutions, they were seen as the cause of an increased failure rate.

One of the fundamental pillars of multilingualism, therefore, had to have its base on access and retention as a starting point for its transformation strategy. The second pillar was the acquisition of African languages as additional languages for speakers of other languages. Its focus was taking into consideration the fact that recognition of African languages by promoting their acquisition assisted towards the development of a linguistically diverse institutional environment that does not only privilege some languages, and by implication, their speakers while devaluing others and those who speak them.

This Multilingualism project was endorsed in the year 2006 and was intended to form part of SANTED II Programme after the close-out of SANTED I in 2005. The focus of the research is on four universities that hosted the Multilingualism Projects. These are the University of KwaZulu-Natal (UKZN) which jointly hosted its Project with Durban University of Technology (DUT), the University of Cape Town (UCT) and Rhodes University.

The SANTED Multilingualism project's objectives were in line with the language policies for Higher Education. It responded to the Constitution of RSA and Education Policy at both national and institutional level. The national legislation states that these institutions should formulate language policies that foster multilingualism and promote the development of indigenous African languages. In order to redress the language implementation problems that are prevalent in most South African tertiary institutions and in order to promote multilingualism, the participating institutions had to come up with sustainable models.

The initial three-year funding (later extended to four years) allocated by SANTED to these institutions offered an opportunity for effective implementation of African language usage in these universities - as languages of learning and teaching - thereby promoting multilingualism in line with wider policies. This vision is encapsulated clearly in the objectives of the SANTED II Multilingualism Programme. The Programme identifies the following as its main objectives:

- Multi-language acquisition for students in professional programmes (e.g. in the Health Sciences, Law, Journalism and Education),
- Multilingual glossaries
- Projects in the use of African languages as the medium of instruction (e.g. in student

support programmes and tutorials), and

- Offering of short courses to promote multilingualism among staff. (SANTED II, Centre for Education Policy Development, 2006)

Because of the need for resource development in order to effectively implement multilingual teaching and learning practices at university, the fourth objective, conceptualising strategies for the development of multilingual glossaries, was included. This challenge of resources in African languages was also identified by Finlayson & Madiba (2002:40) in their seminal paper on intellectualisation of African languages where they state that:

Although all the nine [official] indigenous languages have been partially developed, that is, they have written forms, literary works, dictionaries and terminology lists, they are lagging far behind in the area of modern terminology as compared to neo-colonial languages.

The development of African languages is the core issue in the language policy legislative documents. African languages are not yet fully developed as academic, scientific and technical languages, especially in modern domains (DoE, 2002:8). According to the South African Higher Education Act (1997) and other legislative language policy documents directed at institutions of higher learning, they have to adopt a Language Policy that designates their commitment to the promotion of multilingualism and access and retention of students whose languages have been historically marginalised.

In order for the institutional culture to reflect the linguistic and cultural diversity reflective of those participating in HE, for multilingualism to work it should not only be the indigenous language speakers who learn the English language, but English speakers should also learn the indigenous languages. This two-way flow will enhance diversity which will in turn create access to diverse knowledge about the other, not just linguistically, but culturally as well. Through the offering of short courses in African Language Studies and African Language Departments, and as a component of the staff development plan, the capacity to mobilise these languages in teaching and learning is enhanced (Language Policy for Higher Education 2002:14; Report on the Development of Indigenous languages as Mediums of Instruction in Higher Education, 2003).

Even though government policies in their provisions indicate the need for the promotion of multilingualism, as well as access and retention of students from historically disadvantaged backgrounds, they fail to come up with a proper implementation plan. The implementation of multilingualism cannot take place only because there is more than one language in the institution: proper management of linguistic and cultural diversity, and provision of infrastructure have to be taken into consideration. The SANTED Multilingualism Programme, therefore, through its institutional multilingualism Projects, was a way of operationalising the provisions of the LPHE, particularly in the creation and nurturing of a multilingual teaching and learning environment.

This study therefore also evaluates the extent to which the SANTED Multilingualism Projects, in the three participating universities, implemented the objectives of the SANTED II Multilingualism Programme by optimising the access and retention of the students. This was done by looking at the measurable academic output, which is the competency of the learners in the languages taught, against the intangible, which is the promotion of status of the languages offered and the attitude change thereafter. According to Fanon (1967:17) communication in a language requires not only knowledge of the structure of language alone, but also the spreading of culture and values that are embedded in the language itself.

Furthermore, this study explores the extent to which these programmes assisted these universities in the implementation of their language policies. The secondary aspect was to investigate whether the programmes designed and implemented by these universities throughout the projects are transferable to other institutions of higher learning in South Africa.

1.2.1 Promoting Multilingualism within the SANTED Framework

Since the SANTED project concerned multilingualism, it is therefore appropriate to characterise this concept. Alexander (1996) points out that multilingualism should not be confused with diglossia: he describes multilingualism as the use of more than two languages by an individual or by a group of speakers and a diglossic situation as an environment where different languages are used in certain domains only. This definition is echoed by Mackey (2001) who makes a distinction between *de facto* “multilingualism” versus *de jure* “plurilingualism”, where the latter refers to the judicial status of the languages such as their

official recognition as distinctive tongues. In other words multilingualism is a practical reality and a way of life in a country of many tongues. With respect to these definitions, South Africa should perhaps best be described as a country that is multilingual, but with a range of competencies which are either monolingual, bilingual or multilingual. In addition to this, one should also acknowledge that none of these exists in pure form, but that “there are degrees of hybridisation that exist in levels of contestation and complementarities” with the formal pure languages (Lunga, 2004).

Although South Africa is a multilingual country, that does not seem to be reflected in almost all its private and public sectors. More than two decades ago after the 1994 South African democracy, 11 languages were made official languages. Even though the constitution recognises these official languages and has a policy that regulates multilingualism, the policy is not being implemented effectively. Although the South African Constitution recognises its 11 official languages as being equal, the relationship between English and the other official languages is a diglossic one, with English being the more prestigious; it is used for high domains of language use, whilst the other South African languages are largely seen as less prestigious and used in lower domains (Kamwangamalu, 2000).

The two pre-1994 official languages still enjoy a higher status than the other 9 indigenous official languages. In reality in the past few years there has been an increasing advancement towards monolingualism as more and more institutions recognise the use of English, the latest being Free State University, which has adopted English as medium of instruction from 2017. This has even caused a decline in the use of Afrikaans, which was one of the official languages before 1994 (Webb, 2000). Many South Africans whose mother tongue is one of the indigenous languages have to learn in English instead of their home language. This has also contributed to the ongoing marginalisation of African indigenous languages.

The Constitution of the Republic of South Africa (1996) indicates that more than 25 different languages are spoken in SA although only eleven languages enjoy official status. Although most South African-born children are raised in monolingual homes, those learners whose mother tongue is not English are forced to learn in English, which makes them either bilingual or multilingual, since the language of education is the ex-colonial language and not an

indigenous language. According to Broom (2004) indigenous languages are spoken by 74% of the population, with isiZulu (22%) and isiXhosa (17%) being the most prevalent home languages. The 2011 Census puts isiXhosa at 16%. Compared to these languages, English is the home language of about only 9.5% of the population. Although that is the case, English is undeniably the language with the highest status and is the language of political, economic and intellectual leadership as well as international relations.

That language issues are related to power relations and are reinforced by the reality that the most powerful groups in South Africa, the mother tongue speakers of English, are largely not multilingual, but at best bilingual, with the other language being Afrikaans. The irony of this therefore is that the socially most powerful are also among the most linguistically powerful because their language rules everybody's world. Consequent to that the ex-colonial language has social power and continues to rule, and to wield power. With regards to this situation the monolingual indigenous language speaker becomes even more disadvantaged (Alexander, 2003; Heugh 2003).

The actual situation in South Africa is that a minority language which is English is the dominant language. Those who can speak it include minority of monolingual mother tongue speakers and a majority who speak it as an additional language with varying degrees of competency. This situation counteracts the idea of South Africa as a multilingual country as well as the notion of it becoming a country of multilingual speakers. In order for the country to have multilingual individuals the privileged English speakers also need to speak the indigenous languages. Heugh (2003) points out that this situation is as a result of historical processes, which ran counter to the apartheid ideal, which had sought to constrain English in favour of Afrikaans.

What is interesting is that this contemporary situation arose despite the fact that apartheid language policy did promote a form of multilingualism, as part of its attempt to divide and separate ethnic groups (Broom, 2004). This has been described as "linguistic balkanisation" which is the deliberate reversal of integrative linguistic tendencies (Heugh, 2003). However, African languages became associated with being oppressed, whilst Afrikaans was associated

with the oppressors and English became the medium through which resistance and political liberation was imagined (Alexander 2013:108-109).

The current situation contrasts with the South African Constitution's view of languages and their use thereafter. One reason is the gap between the Constitution and the social reality. Heugh (2003) observes that the values of the constitution, which lends itself to multilingualism, are not even translated into a coherent, overarching national policy. In an earlier paper (Heugh, 1998), also points out the various writers who have highlighted the gap between policy and implementation. She characterises South Africa as having a commitment to equality of language rights in the constitution, but having a reality that is "a matrix of contradictory threads". Heugh (2003) further points out that although there are language rights as part of the human rights in the Constitution, this does not change the "prevailing habitus".

Alexander (2003) applies to this South African condition Bourdieu's concept of a "linguistic market", wherein different people possess different amounts of "linguistic capital". This market stimulates people to make the assessment that some languages are necessary and of worth, while others are of marginal value. At the same time, he observes that South Africa is in fact a multilingual society, with African languages the most important means of communication in everyday life, for example they are widely used in the media, specifically on radio. This recognition means there should be a change in the lowly status accorded to these languages. He further points out that the contrary dynamic is that student numbers at departments of African languages at South African universities dropped post-liberation, as a result of the "laws of the linguistic market".

Heugh (2003) points out that in South Africa there has been inadequate attention to acquisition and a perverted interpretation of status. She adds that this operates on the static logic of apartheid and it ignores multiple linguistic identities. She indicates that language should be seen as a resource as well as being part of a notion of linguistic citizenship. The danger of English monolingualism is that it discounts the knowledge which exists in other languages and it disempowers those without English competency. According to Alexander (2003) there are severe economic consequences in the current language practices in education that contribute to generations of school leavers with very poor general competencies.

1.2.2 Multilingualism and education

Almost all South African tertiary institutions have a diverse population and this is not surprising given the fact that South Africa is a multilingual country. It goes without saying that the higher education institutions should be a reflection of the composition of its society. Unfortunately with regards to language usage in these higher education institutions, they have not been immune to monolingual approaches. In fact, most Southern Africa institutions have English as the language of learning and teaching, with the exception of Mozambique and Angola which have Portuguese as one of their medium of instruction. Previously some South African Universities also had Afrikaans as medium of instruction (Morris 1994).

The multilingual nature of student composition is viewed as a barrier to academic success rather than adding value to the socio-economic development and “linguistic capital” of the country these institutions are serving (Bourdieu, 1991). This study refers to multilingual education as education where more than one language is used as a language of instruction, which is not only used in the class as a subject, but also used for the purposes of teaching and knowledge production. Monolingualism is seen as an easy solution to a complex student language body, where many languages are spoken. In this environment the learners are not being accommodated and they have to struggle to understand the content of their subjects through a language which is not their mother tongue.

The education institutions have been unperturbed by the depreciating value of the indigenous languages since the benefits that can be accrued from them in other domains such as indigenous knowledge have been ignored. By default English is being consolidated as the principal language of learning and teaching in South African tertiary institutions. The linguistic diversity of the society has been ignored by predominantly using one language which is English in all the South African institutions of higher learning. Further than basic education only 5% of the languages in higher education are African. English is used in the South African Education system, even though only about 10% to 15% of the population in the country are fluent in this language (UNESCO, 2010:8).

For the majority of learners in South Africa, in neighbouring countries in Africa and indeed, in many other parts of the world where children are accessing the school curriculum through a medium that is not their mother tongue, language can be a very real barrier to learning and academic achievement (Webb and Kembo-Sure, 2000). The situation is exacerbated by the fact that the curriculum focuses on concepts that are not contextualised within African cultural traditions, but are shaped by Western academic worldview. While language is only one of a number of educational factors in a complex set, it is critical because it is our main meaning-making and meaning-construing system and as such, our best resource for learning (Vygotsky, 1978; Bruner, 1991).

Over the last decade the enrolment patterns in higher education institutions have changed from ethnically and racially divided institutions during the apartheid era, to the more inclusive linguistically, ethnically and racially diverse institutions during the time of democracy. This change has prompted a change in the language policies of these institutions as there is a need to acknowledge the new student body. Although that is the case as has been mentioned in the previous sections, almost all the African institutions opt for the easy way out, which is to just ignore the different languages and to concentrate on the use of only one language, as more than one language is seen as creating a problem for teaching and learning.

African languages in a multilingual context are necessary in education to make it more inclusive. Use of previously excluded languages in higher education sends a signal that exogenous languages must share their academic space and it meanwhile strongly increases the linguistic and professional capacity of graduates who in turn train the human resources needed to implement other language related reforms (Prah, 2003; Alexander, 2007). Multilingualism should therefore be regarded as an important resource to be utilised as widely as possible, since this draws on the learner's prior experience and knowledge, their established abilities and it relates directly to their linguistic, social and cultural environments (Wolff, 2000:18).

The choice of languages, their acknowledgment in the education system and their accessibility to a wider audience should not follow an either or principle, but should rather be a steady and all-encompassing approach (UNESCO, 2010:6). Skutnabb-Kangas (1988:13) further supports the use of multilingualism by referring to monolingualism as a reflection of linguisticism and that

it should be eliminated as soon as possible, because it is dangerous for world peace. Further to this Phillipson (1992:50) highlights the connection between what he terms “linguistic imperialism” and the hegemony of monolingual teaching of English (his argument will be further explained in Chapter Two). Since then, he has continued to argue that the overwhelming dominance of English has led the “deplorable neglect” (Phillipson, 2009:207) of indigenous languages in academic discourse as well as a pandemic threat to academic freedom. According to Lyon (2001) education is supposed to be at the centre of modernity, and if that is the case, languages are supposed to be at the forefront of any transformation in teaching and learning, since there could be no education without a language. Universities can be pioneers of change and their environment should be conducive to learning and also be accommodative to the multilingual nature of the country. Maseko and Kaschula (2009:132) contend that:

South African Universities can play a significant role in implementing multilingualism in the education milieu, thereby influencing linguistic change at universities and society in general. Our multilingual reality requires that tertiary training institutions adapt their learning programmes so as to include training in an African language. This training should equip students with language proficiency in as well cultural awareness and sensitivity towards the target African language.

They further argue that since universities are “centres of research, enquiry and development” they are better positioned to manipulate the employment market by using the “linguistic ability of their graduates as a selling tool”. Sweetnam-Evans (2001) also encourages the universities to take the lead in the implementation of multilingualism. Alexander (2002) adds to this by pointing out that if the universities can take the lead in the transformation of the education system it would be easy to affect the schools. This could in turn stimulate a country that would be using multilingual education at all levels.

All universities in South Africa are using English as the language of learning and teaching (LoLT) with very few previously Afrikaans universities using Afrikaans alongside English. African indigenous languages are only used as subjects of study and not as languages of learning and teaching. This puts the English language at an advantageous position and produces unequal power relations between South Africa’s official languages (Kamwangamalu, 2001:104). The sole use of English as language of teaching and learning at tertiary institutions

has had a negative effect on the indigenous languages. Different scholars have been highlighting the importance of proficiency in the language of learning and teaching. Heugh (2002) and Cummins (2009) attest that there is a link between language proficiency and academic performance. This belief is re-iterated in the CHE report when it is stated that language is a mediating factor that influences academic performance in Higher Education (CHE, 2010).

Ndebele (2003) in a Ministerial Committee report to provide advice for the development and use of African indigenous languages as mediums of instructions in higher education, argues that each tertiary institution in South Africa should identify an indigenous African language of choice for initial development as medium of instruction. He continues by stating that there needs to be visibility of the indigenous languages as this could assist in the economic sector of the country. Ndebele recommends that there should be a "...well co-ordinated, long-range national plan that would work at national, provincial and local levels to provide adequate resources and support for indigenous African languages." According to Pandor (2006) citing Ndebele (2003:2):

... the success of such a plan requires systemic underpinning by the entire schooling system and the enhanced public and social use of indigenous African languages in the daily lives of South Africans. Where the language of choice is a particular regionally dominant language, Higher Education Institutions in that region should utilise a regional approach.

In the face of the language complexities, Minister Pandor declared in parliament that "the previously disadvantaged languages require attention and affirmation" (Brenton, 2005). Contrary to what some have been led to believe, the minister said, English will not be neglected since "that would be a foolhardy objective". The point is that competence in English remains important in government policy. She goes on to reiterate that "language cannot be used as a tool of exclusion, and languages used for education cannot be seen solely as being about English and Afrikaans". She further indicated in her remarks cited in (Brenton, 2005): "I hope all members will agree that the time has come to make the learning of an African indigenous language compulsory in all our schools". In other words there is a renewed emphasis in the policy which is promoting African languages as media of instruction and promoting African languages to non-African language speakers which is status and acquisition

planning respectively. In order to do this there has to be corpus planning in order to secure the learning of these languages. This is not seen as being at the expense of the English language but in an additive way.

African Languages Departments and Schools of Languages should be instrumental in promoting the use of the previously marginalised languages and the state must take practical and positive measures to elevate the status and advance the use of these languages. According to Maseko (2008:12):

Unless meaningful and deliberate intervention is done, with the purpose of stepping up the process of their intellectualisation, within the context of the national development initiatives, the use of the official indigenous languages will continue to be sentimental – as languages of socio-cultural value, and only of primary schooling.

Finlayson and Madiba (2002:40) cited in Maseko (2008:12) argue that language intellectualisation is a significant facet of language development. It is a dynamic process distinctive to most of the languages which have acquired a larger and expanded range of functions in their societies. The language issue is every institution's responsibility rather than the responsibility of a single organisation or an African Languages Department. The more stakeholders involved, the more likely it will be for a university's language policy to be successfully implemented. There should be a balance between a top down and bottom up approach where the language issue is also driven by the students and community at large. Government-initiated language policy needs to be accompanied by proper interventions of implementation processes and monitoring measures in order for them to be successful.

One of the major obstacles with the use of African languages is the way they are perceived even by their speakers. African languages are associated with traditional ceremonies and low status domains. This conduct is partly as a result of the history the divided education system has inherited and the marginalisation of African languages as well as the hegemony of the English language. Practical interventions need to be taken to improve African languages and attitudes of its speakers. With multilingual education the languages can start being seen as equals.

1.3 The Context of the Research

The state of African languages has been of concern, particularly in the 20th century as numbers of students dwindled in the Higher Education institutions. Although this has begun to change, it still remains a matter of concern. This goes against the Higher Education Language Policy which sets to promote the indigenous languages. In the Language in Education Policy (LiEP) it is stated that the policy's intentions are to promote multilingualism, development of all languages and their respect in recognition of the culturally diverse nature of the country. It stipulates that it will improve the access and retention of students in the education sector by doing away with racially and linguistically discriminating language in education (DoE 1997: Preamble).

The Constitution acknowledges the historically diminished use and status of the indigenous languages, and compels the state and its auxiliary institutions to take practical and positive measures to advance the use, and elevate the status of these languages. Although that is the policy framework, instead of all languages sharing equal status, the legacy of dominance of English and Afrikaans continues unabated, across most institutional environments, most especially in institutions of higher learning (Alexander, 2003:29; Webb, 2002).

Similar to what the SANTED project has realised, the policies need to be translated into practise as the status quo is handicapping the learners as well as their languages. Bamgbose (2002:3) states that the marginalization of African languages has a negative effect on the "cultural, educational, economic and political domains" in the whole of Africa. To support this idea, May and Hill (2003:14) point out that dominant language use is "widely attested as the least effective educationally for the minority language students". Using a language other than the learner's own actually delays the student's cognitive, linguistic and academic growth.

The South African Minister of Higher Education, Naledi Pandor, argued that the inequities prevalent in institutions of learning are as a result of past language policies and are being rectified. She acknowledges that the current languages of instruction in Higher Education, English and Afrikaans should not impede access and preclude success for any learners, or encourage segregation (Department of Education, 2006). According to the Language in

Education Policy (1997:1) the implementation plan aims to create an environment in which respect for languages other than one's own is encouraged. The Constitution (1996, Act 108) of South Africa acknowledges the historically diminished use and status of the indigenous languages, and compels the state and its auxiliary institutions to take practical and positive measures in the advancement of these languages. According to the Language in Education Policy (1997:1) multilingualism should be a defining characteristic of being a South African.

1.4 Languages, Access and Success in Higher Education

Access to higher education and training can be described as supplying learners with the opportunity for enrolment for anyone who qualifies to be at a university regardless of language or race. Access therefore includes encouragement and support for diverse population groups with offerings that are relevant in these groups so as to prepare them for their occupational needs. Universities are supposed to be the end point in preparing the students for different vocations in the outside world (Strydom, 2002). The traditional cohorts of learners who enter higher education studies are not first language speakers of the language of learning and teaching and although they do access the university they usually cannot keep up with the standard of academic language that is used. Furthermore, the retention and especially success in higher education remain too low for the second language speakers of English (Bamber and Tett 2000).

In its National Plan (Department of Education, 2001), the Department of Education has articulated its concern that the retention rate in some higher education sectors has dropped. The statistics of the DoE points out that the retention rate is down by 10% and that the existing drop-out rates average 20% for all students and 25% for those students entering university for the first time. Although the reasons for these statistics must be multiple, language challenges can be pointed as being one of them, since not being fully equipped in the academic language can cause failure and thereafter exclusion (Council on Higher Education, 2001).

Given the reality of deficiency in the provision of proper support for linguistically disadvantaged learners, the concern is that results do not reflect individual learners' intellectual ability or their potential to succeed. Currently access trends in South Africa are reflecting some

positive change especially in the previously white and privileged universities. This is not surprising since Higher Education Policy requires institutions to broaden access. Although that is the case measures should be made to enhance success rates through language programmes that could give the disadvantaged students additional learning opportunities so as to prepare them to succeed.

Unfortunately there seems to be no appropriate support system since the higher education institutions continue to mirror a higher education system that does not cater for the very students that access is given to. This is so due to the fact that they are continuing to access information in a language that is not their mother tongue and thus they do not possess the language proficiencies necessary for them to engage meaningfully in education. Therefore academic performance especially in cases where success intersects with factors such as mother tongue versus second language medium-of-instruction differences, inadequate school backgrounds and demographic variables such as race and socio-economic status tends to be unreliable (Blake & Brock-Utne, 1986). In the context of these realities the South African White Paper on Higher Education states that “equity of access must be complemented by a concern for equity of outcomes and that increased access must not lead to a ‘revolving door’ syndrome for students with high failure and drop-out rates” (DoE, 1997).

Arguably, the essential problem with language planning and policy in South Africa is the lack of effective policy implementation. The South African institutions of higher learning are confronted with challenges of having to acknowledge the present role of English, while promoting and developing the use of African languages in fields of academic study and research, thereby helping in the balance between access and success. The benefits of having African languages as one of tools for access and success in higher education are immeasurable as more students will pass thereby contributing to the economy of the country.

Altbach et al., (2009:39) point out that: “Providing equal access to higher education means overcoming the social and economic inequalities within each nation and the corresponding disparities that result.” By creating an environment of multilingualism it means that all of them will be able to participate actively and complement each other by drawing from their different cultural experiences. Government policies generally encourage academic institutions to

endorse multilingualism through second-language courses and corpus planning for indigenous African languages and the creation of an all-encompassing institutional environment that fosters tolerance and respect for the cultural and linguistic diversity of our nation (Maseko, 2007:71). Multilingualism could be the solution to the unsatisfactory results of learners whose academic challenges are related to communication hindrances, thereby democratising knowledge production.

1.5 Goals of the Research

Since the call from the Department of Education for the institutions of Higher Education to formulate their own language policies now all these institutions have policies. Although these policies exist, implementation is still lacking. The SANTED multilingualism programme was conceptualised to help some of these institutions to make their implementation of policy possible. Somniso (2007) states that recognition of the multilingual nature of South Africa by the constitution calls for the creation of tools for the implementation of equity in the form of appropriate language policies.

It is against this backdrop that this research project sought to monitor and evaluate the implementation of multilingualism by the SANTED Multilingualism Projects in the three participating universities. The research question is on why multilingual policy and planning implementation fail at the practical level and how SANTED has addressed this dilemma. The researcher focuses predominately on the three universities that were involved in the SANTED Multilingualism Programme, which are Rhodes University, University of Cape Town and University of KwaZulu-Natal together with the Durban University of Technology. The research critically reviews this programme across these different universities. It looks at how these universities promoted multilingualism as well as how SANTED was instrumental in the implementation of their Language Policy. The researcher is aware that the programme design should take into cognisance the content of the programmes their variations across the different universities when analysing their implementation. This is looked at against the backdrop of how and why these institutions were selected as recipients of the SANTED funding.

The research interrogates the success and the shortcomings of the Rhodes University SANTED Programme as a vehicle used for implementing Rhodes University's Language Policy, in comparison with the other two universities that were in the SANTED programme. The research measures the outcomes against the programme's objectives and offers descriptive information about the project. The outcome of the research determines whether the SANTED-model of language policy implementation in Higher Education can be replicated in other institutions that were not part of the SANTED Multilingualism Programme. It is therefore one of my goals to evaluate the programme's success on implementation, challenges and lessons learnt from the programme by looking at the efficiency and effectiveness of the programmes at each of the three universities.

The reports submitted about the programme, where necessary, indicate the extent of the benefit of the programmes to the institution in which they were implemented, and whether there has sustainability beyond the SANTED funding cycle. The reports are therefore also analysed. This research project, over and above evaluating the mentioned Universities' SANTED projects will be presented to the funders, as a validated study of the SANTED II Multilingualism Programme in South Africa. It will also be presented to various Universities as a way of sharing information and learning from each other about the use or implementation of the institution's language policy. The secondary, but more important aspect is to design, from the three university's projects, an implementation plan that can be possibly adopted by other universities in implementing their language policies.

1.6 Research Methodology, Procedures and Techniques

This study employs a qualitative research approach since this approach is context bound and tends to interpret, analyse and describe the data. The focus of the research is on process as well as the outcomes. This research approach is highly useful in applied social studies, and especially in project implementation (Patton, 1987:23). Qualitative research focuses on the meanings which people give to their surroundings, rather than on the surroundings themselves (May 2001:13). Vulliamy (1990:11) concurs with Patton and May by suggesting that qualitative research has a holistic approach that provides a contextual perception of the complex interrelationships of causes and consequences that affect how people interpret their

world. According to White (2005:81), qualitative research aims to understand social phenomena from the perspectives of participants. He further notes that this happens when the researcher becomes part of the daily life activities of the participants.

The approach fits the overall research design as it investigates the ‘why’ and ‘how’ of the multilingualism implementation. It critically analyses the tools the Project used in the implementation of multilingualism as the project developed. This research also focuses on the subjective experiences of individuals since language learning can be influenced by factors such as learner attitudes and how the course is imparted to the learners.

The research strategy of data collection was that of participatory observation at Rhodes University and reviewing of project documents in addition to minutes and reports of meetings in all three universities. Participatory observations were also done in all the three universities through SANTED workshops where the researcher while observing was also participating in data gathering. Furthermore, the other research tools that were used include:

- *Questionnaires and interviews* of the learners who are taking the courses as electives in the case of Law, Pharmacy, Education, Journalism and Psychology as well as the staff members who are learning isiXhosa. The questionnaire addresses questions on acceptance of the course content and the role and function of terminology development for African languages mother tongue speakers (see Appendix A).
- *Data analysis*: The various courses were evaluated in line with intended outcomes. With the help of CHERTL (Centre for Higher Education, Research, Teaching and Learning), a Centre that specialises in the evaluation of course content, students’ perceptions of the course and the methodology used, was assessed.
- *Direct observations* of the implementation of the courses in the classroom.
- *Individual and group discussions* with SANTED administrators and staff where their perceived impact of the projects on the respective universities was evaluated.
- *Documents analysis* where a comparative analysis of the language policies of other universities was done, as well as documents reflecting the implementation process of their language policies. The media responses to SANTED, indicating their perception on the role of SANTED in promoting multilingualism and creating

language awareness was analysed.

The questionnaires were used to collect data in the research. This research employs both the Likert scale and Semantic Differential in the questionnaires. According to Snider and Osgood the Likert scale measures a person's response towards an object or a situation (Snider & Osgood, 1969:26). The questionnaire had both closed and open ended questions. Open ended questions enable the respondents to work in free responses on their own terms, explaining and qualifying their responses and expressing a broader range of ideas (Cohen, *et.al.* 1998:248). The interviews and discussions were semi-structured to create opportunities for providing in-depth information. According to Tuckman in Cohen *et.al* (2002:268): "Interviews provide access to what is inside a person's head, to measure what a person knows, what a person likes and dislikes and what a person thinks." A survey was also conducted to establish, from an empirical research point of view, what participants thought and felt about how the SANTED project objectives were realised and how participants benefited or did not benefit from the SANTED programme.

Data analysis was carried out using the course evaluation method. After each and every course the SANTED project at Rhodes made an oral assessment of the learners as well as an overall evaluation of the course. These processes were also analysed. This work also analysed the national and institutional policy documents. It also did an evaluation of the strengths and weaknesses of the programmes as well as looked at the steps that will be needed to sustain what has been achieved by the Project. Commonalities and comparisons among the three universities in the strategies used for implementation of multilingualism were studied. The findings from the above were collated and used to analyse the implicit and explicit change SANTED has made in implementation of language policies in the various Universities. It is through these strategies that the effectiveness of the SANTED Programme was analysed. It is intended that this evaluation will be of value and assistance to all the stakeholders, i.e. the funders, the staff, the learners and the institutions of higher learning at large.

1.7 Limitations of the Study

In research, objectivity is considered an essential attribute as outcomes should not be influenced by the opinions of the researcher (May, 2001:9). My own position as researcher in

this study has been shaped by a number of factors: firstly as a member of staff in the African Languages Studies Section of the School of Languages and Literatures (which housed the SANTED project at Rhodes and later as a joint SANTED co-ordinator at Rhodes University). This personal position brought both limitations and advantages to the current study. The constraints of this position have lain principally in the fact that out of the three universities I have been associated with one, which is Rhodes and was not integrally involved in observing the practices of the other two.

My analysis and interpretation of the data in this regard might be influenced by this limitation and there might be no adequate balance in the interpretation of the data without relying on the information given by participants in the two other institutions. An advantage is that it was possible to be involved from the inception of SANTED Multilingualism Project Phase 11 through to its closure at least with one of the projects. Although it is by default that this study became a participatory research, it turned out to be a useful tool during data analysis. This has led to a more collaborative data collection, which could be seen as an advantage. All the stakeholders were eager to help where information and access (physical constraints to the other universities) was lacking.

Relying on information from participants can also turn out to be a limitation on its own as the respondents might be reacting to what they thought the researcher would like to hear, or they can be affected by their own subjectivity since they are part of their own projects. This could be a hindrance in the determination of the validity of the information given. SANTED Phase 11 was a continuation from SANTED Phase 1, but although that is the case the multilingual projects were included in Phase 11 as a new wing of the SANTED programme. The limitation of this is that there was no material to link the two programmes or a referral evaluation model to be able to compare the success of Phase 1 against that of Phase 11.

Another factor that could be a limitation of the study is that SANTED Multilingualism Programme Phase 11 was only in the historically white English universities. Although DUT cannot be defined as such it was not independently funded but was combined with UKZN. As a result of this limitation the dynamics of having had a historically black university in the

multilingualism project will not be known and comparative analysis of contrasting cases could not be done.

1.8 Scope and Exposition of Chapters

Chapter 1 is an introduction to this study. It outlines the context to this study's research as well as the research methodology. It actually provides a brief overview of the motivation for this study. In chapter 2, I present a literature review that involves an analysis of the theoretical basis that underpins this thesis. The theoretical approach is two-fold: On the one hand it involves language policy and planning, whilst on the other hand, it also looks at multilingualism and its implementation. It is mostly based on a sociolinguistic framework with particular emphasis on language and education. It also traces the South African higher education by making a historical overview of the country's education system.

Chapter 3 also reviews the literature and is a continuation from chapter 2. It looks specifically at African institutional language trends and debates in higher education. It also looks at the significance of education within a broader language educational system in Africa. The main focus is on how language in education has been handled by various institutions such as governmental and non-governmental organisations in Southern Africa and the African continent. Chapter 4 generally looks at literature on evaluation processes with a special focus on program evaluation. Its emphasis is on evaluation guided by research methods that look at planning implementation. It also looks at views on evaluation utilisation as well as summative evaluation. The focal point of the evaluation theoretical approach is on language policy in higher education.

In chapter 5, I present and examine language usage at selected institutions of Higher Learning in South Africa. The selected institutions are those that have been involved in the SANTED Multilingualism Programme Phase 11. This chapter studies the language policies of the participating institutions which are Rhodes University, University of Cape Town and University of KwaZulu-Natal/Durban University of Technology. It presents an overview of the SANTED objectives as well as what the project aimed to achieve. The implementation and approaches used by the respective universities is also looked at.

Chapter 6 discusses the SANTED programmes in more detail in relation to the challenges faced by universities as part of a transformative environment. Chapter 7 provides an overall conclusion to the thesis. Lessons for policy makers are also put forward and problems encountered in the study are highlighted for other scholars who would like to expand on this study.

1.9 Conclusion

Most institutions of education are beginning to be aware of the effects of multilingualism in the teaching and learning process. Even the Department of Higher Education has been promoting the transformation of monolingual education institutions. It is evident from the arguments brought forward that multilingualism needs to be promoted. It is hoped that the research will help in necessary intervention measures within and outside the university to bring about the desired outcomes to the students as well as to the Higher Education institutions with regards to language performance. African Languages Departments/Sections need to be central to the elevation of our indigenous languages, it stands to reason that this is a collective responsibility that should have buy-in from the highest leadership and within institutions as well as from departmental and faculty leadership.

This chapter has given an overview of the research problem. It has looked at the rationale, motivation, purpose, objectives and scope that guides this study. Key definition of terms have also been presented and discussed. The main areas of interest are the description of the project that is evaluated. The research hopes to evaluate whether there is any behavioural change towards African language learning, the kind of knowledge gained or improved performance by the learners after the implementation of the multilingualism SANTED programme. It is hoped that the findings and recommendations of this study help to inform policy makers and implementers concerning factors that should be taken into consideration in the implementation of multilingualism in tertiary institutions. This might also help interested parties to add to the existing models for multilingualism implementation. In the next chapter I present the theoretical framework which supports and informs my study.

CHAPTER 2: THEORETICAL FRAMEWORK: LANGUAGE POLICY AND PLANNING

2.1 Introduction

This chapter reviews the theory of language policy and planning, focussing on language policy and planning as it applies to education. The implementation of language policy in the polity of higher education in the South African context will also be discussed. While works by international and continental scholars on multilingualism will be explored, I will also draw largely on scholarly debates language policy and planning, especially the issue of multilingualism within the South African higher education context. The chapter ends off by reviewing language policy documents that should guide language practices in South African higher education. This section highlights that although the policies sees multilingualism as an important aspect in achieving quality education and insuring the realisation of a multilingual society in the South African context, there exists tensions between policy and practice.

2.2 Language Policy and Planning: definitions

Language policy generally refers to regulations of a society or a certain polity within society, as reflected in an official document, regarding the status and functions of a language or languages within that society or polity (Bamgbose, 1991:110-2). Language planning points to attempts that are often made to a language or languages, for the purposes of ensuring that it fulfils its status and function as articulated in the language policy (Wardaugh, 2010:378-9; Bamgbose 1991:109).

Language Policy, on the one hand, developed as a field within sociolinguistics, a discipline that focuses on social aspects of language and practical matters in relation to language development. At this stage, it is essential to point out the relationship between language policy and planning. Bakmand (2000:56) points out that the way of distinguishing language policy from language planning is to consider language policy as the expression of the society's or a community's ideological orientations and views, and language planning as the actual proposals that articulate their implementation. Language policy is then what a government, or any

institution does either officially through legislation, court decisions or policy to determine how languages are to be used within that particular context.

On the other hand, Kaplan and Baldauf (1997) trace the concept of language planning back to Haugen (1957, 1966). Haugen based it on the notion that language planning is an organised way of working out language problems of a society to the benefit of all. Haugen identifies four stages of language planning. These are: the selection of a norm, codification, implementation and elaboration. The selection of a norm refers to making a choice about a language/s, which should play a specific purpose in a multi-language context. Codification, depending on the stage of the standardisation of the language, refers to the selecting of the writing system, the writing rules, the grammar governing the language, and the development of written resources, amongst other things. Elaboration stage refers to the activities undertaken to extend the corpus of the language to the domains articulated in language policy and, lastly, implementation refers to practical steps taken to realise the objectives of the language policy.

Language planning is then a strategy on the operationalization of language policy provisions, with the purpose of finding solutions to language problems within society. It emerges, therefore, from the views of these scholars that the purpose of language planning is to find solutions to language problems within a society. Fishman (1974; 1984), Bamgbose (1991), with Halliday (2009), Jernudd as well as Das Gupta (1971:196) also associate language policy and planning with the solving of language problems. The “language problems” could include such phenomena as the lack of corpus, writing system, common language for communication purposes, the shortage of learning material, and where there is a struggle between minority and dominant languages, or marginalisation of some languages by others and so on. In exploring this further, Jernudd and Das Gupta (1971:77) suggest that language problems should focus not merely on linguistic phenomena, but also on the socio-political motivation or rationale behind the language problems.

In the South African context, for example, the language policy, as articulated in the language clauses of the Constitution (1996), seeks to eliminate the linguistic and other forms of segregation that were created by the apartheid and other political dispensations. In these dispensations, English and Afrikaans and their speakers were valued, while the indigenous

African languages and their speakers were marginalised and undermined. The socio-political motivation for this policy is the creation of a state where there is national unity, but also linguistic diversity by advancing the value of multilingualism. Therefore, the problems, as identified in the language policy, should ideally be addressed through a language plan where solutions to them are sought. Lo Bianco (1990:75) supports this view by stating that several factors influence the drive for language planning activities: it could be because of social factors, political factors, or economic factors. As Blommaert also puts it (1996:217), “whenever we indulge in language planning we should be aware of the fact that we indulge in political linguistics”. Therefore, socio-political factors are as important as linguistic factors in language planning. In advancing this view, Halliday (2009:219) presents two kinds of language planning: the linguistic language planning where the internal structure of the language is manipulated and manoeuvred, and the social language planning where the people or speakers within a society are manipulated with regard to the political, cultural and educational aspect of the language.

Fishman (1984) elaborates on this viewpoint by drawing parallels with other planning situations other than language. He does this by adding economic planning to Halliday’s social language planning. Both Halliday (2009) and Fishman (1984) state that language planning must take full account of the socio-cultural context in which the planning occurs. Fishman (1984:46) also points out that language planning aims at both sentimental and instrumental societal goals. Haugen, cited from Jernudd and Das Gupta (1971:195), highlights further that language planning should take into consideration the economic value of language. In this regard, they state that language planning should be a “construction of an overall design of organised action that is considered necessary for economic utilisation of resources and that is directed by a formally constituted authority”. In their view, language is a societal resource and therefore needs to be systematically planned.

Jernudd and Das Gupta (1971:196) also state that “the importance of this resource is due to the communicational and identity values attached by the community to one or more languages”. Jernudd and Das Gupta’s views are extended by Halliday (2009) and Fishman (1984), and over and above the socio-political and economic value of language, they also state that language planning should consider matters of education. They assert, that the “optimal design of a plan

would require the co-ordinated attention of political, educational and economic” matters since these social factors are entangled with language use. In the present South African context, the focus of a democratic South Africa is on equality and equity of access, success and participation in all facets of society, including education and language planning in various polities and the role-players involved in the process are cognisant of that fact.

Another aspect of language planning is that it is future-oriented. It looks at ways and means of solving language problems that exist in a society at a specific period, and projects a way forward for the benefit of all citizens within a particular community. Because of its future orientation, scholars such as Cooper (1991), Bamgbose (1991) and Webb (2002) suggest that there is a need for a language plan to be monitored and evaluated for its effectiveness in achieving the goals of the language policy. It therefore means that language planning is an ongoing process, and should be adaptable where outcomes of its monitoring and evaluation requires such. Cooper (1989:66) makes the point that:

... [L]anguage planners cannot ignore the time-dependent nature of change in language use, language structure, and language acquisition. Plans often specify the date at which a given change is to be accomplished... [I]nterim evaluations, which should be routine in any organized planning, are particularly important in language planning inasmuch as we usually do not know how much time is necessary, under given conditions, to accomplish given language-planning ends. Changes occur not only in response to planning but also in response to factors over which the planners may have no control...

Therefore, a language plan, over and above articulating the manner in which language problems in a given context could be solved, should also articulate timeframes in which each aspect of the plan should be achieved. It should be monitored and evaluated, and allow for flexibility should the need arise. Bamgbose (1991:143) laments that one of the weaknesses of language policies in Africa is failure to monitor and evaluate the extent of the implementation of their language plan. Consequently, they often fall back to language practices of colonial times where colonial languages dominate in all the societal arenas.

Language planning, in line with language policy, exists at three levels of government: official, educational, and general. “Official policy” looks at what language(s) is/are to be used at governmental level, while “educational policy” is concerned with language use in different kinds of learning environments, and “general language policy” deals with language use in mass communication, commerce and contacts with foreign individuals (Bamgbose 1991:111). This implies, therefore, that language planning operates in all societal spheres, and it does not matter whether the language planning is explicit, as in the case of South Africa for instance, where official languages are listed in the Constitution, or implicit, as in the case of the United States of America, where English is an official language but this is not stated in official state documents.

South Africa is a multilingual state and has formulated a language policy that is appropriate for its multilingual society. Although that is the case, there is incongruity between policy and implementation plan. As pointed out by Kaschula (1999:82) “the [language] policy has yet to manifest in a practical way in the real world of economics, education and so on”. The existence of a policy does not necessarily guarantee that it will be implemented, nor does implementation guarantee success in the realisation of the policy provisions.

More than two decades have elapsed since the abolishment of apartheid and the rise of democracy. Ever since the achievement of democracy, eleven languages were declared as official languages in the Constitution (1996). Section 6, paragraphs (1) and (2) of the Constitution declares the official languages of the country, and also articulates the role of the states towards indigenous languages as follows:

The official languages of the Republic are Sepedi, Sesotho, Setswana, siSwati, Tshivenda, Xitsonga, Afrikaans, English, isiNdebele, isiXhosa and isiZulu, [and][r]ecognising 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.

Despite the new Constitution recognising eleven official languages, instead two languages, English and Afrikaans dominate in societal institutions such as education. There seems to be little evidence of any significant changes in actual language usage in most public domains,

where English still seems to be the predominant language. Hornberger, (1998) shows the importance of linking policy with implementation by stating that language policy is a means to impact on efforts to protect and successfully promote the vitality of all languages, including indigenous languages, through its effective implementation.

Even though the South African language policy is very progressive, its implementation is lagging behind. Even where there is a formal, written language policy, its effect on language practices is neither guaranteed nor consistent. Maseko (2007:13) points out that “for any good policy to be successful, it should be accompanied by as good a plan”. She expands on this notion by asserting that “the most important facet of any policy that often determines its success or failure is its plan and implementation strategy”. Bamgbose (1991:110) points out that policy-making without implementation does not lead to much progress, whereas implementation without policy decisions are difficult to achieve.

Although the South African policy on language is praised by several scholars as progressive and highly considerate of multilingual needs of its society, its non-implementation, in different societal polities, as envisioned in the Constitution is a concern as has been pointed out by scholars such as Webb (1996, 2002), Kaschula (1999) and Kamwangamalu (2001). Even so, there are government-appointed implementation agencies such as the Pan South African Language Board (PanSALB), the Department of Arts and Culture (DAC), and the National Lexicography Units (NLUs) to effectuate and monitor the implementation process. This contradicts Bamgbose’s view (1991:133) that “[i]t would appear that there is a correlation between the strength of a country’s language policy and the nature of its implementation machinery.” In other words, the South African language policy is credible and authorities have been put in place to monitor various facets of its implementation, but still “...the promise of a vibrant and linguistically diverse country looks disappointing” (Heugh, 1999:70).

As can be noted from the previous discussion, issues around language planning cover a latitude of functions: notably those that seek to change the status of the language, those that seek to change the internal structure of the language, and those that construct value for the languages in the languages. Scholars on language policy and planning have, based on these functions, distinguished four sub-categories of language planning: status planning, corpus planning, acquisition planning and opportunity planning (Cooper 1989; Bamgbose 1991; Antia 2017).

Toffelson (1991:22) echoes the above scholars' point of view by indicating that if the challenges to language policy and planning are not carefully monitored, it could lead to language planning being difficult to manage and accepting of language diversity. This is necessary in ensuring that democratic rights and structures are fulfilled by the state. Bamgbose (1999:17 - 8) also comments on this by stating that:

Mere declaration of a language as a national language without a corresponding enhancement of roles is no more than a populist and political gimmick. One may question how seriously aspirations are pursued and implemented, whether, in fact, those who proclaim them are really convinced about their desirability or whether policy statements are merely made for propaganda purposes. One major problem with the current approach to language planning in Africa, therefore, is that planning tends to be equated with policy-making alone, while implementation tends to be treated with lack of serious concern or even downright levity.

Kamwendo (2006:53-54) points out that language has had a central position in South Africa's socio-political history and also has been one of the important factors in political struggle(s). In fact, he continues by citing Blommaert (1996) to explain further the fact that political ideologies or interests usually shape language policy and language planning. He further explains that political factors or considerations cannot be separated from language planning and that language policy was actually one of the causes for the revolt against apartheid.

According to Webb (1996) any language planning activity, therefore, has to be realised and explored within a particular political context. Language planning can therefore be seen as a highly political matter, which is done consciously as an attempt to intervene in language as well as on social and cultural development. Political factors or considerations cannot, therefore, be divorced from language planning. Any language planning activity, therefore, has to be understood and analysed within a particular political framework.

Alexander (2005) points out that language planning and language policy should therefore be integral to national development. Spolsky (2004:40) spells out that language policy is linked with "power and authority". In principle and often in practice a government can establish policy by constitution, law or regulation and has the means to enforce or implement that policy. The relationship between language policy and power is in fact a two way process, since

in order for a language to have power it has to be backed up by policy. The implementation of language policy also requires power. In addition, Bamgbose (1991:109) supplements his opinion on the relationship between language policy and planning by looking at its related notions, which are “language cultivation”, “language policy”, and “language politics”.

Spolsky (2004:15) adheres to the fact that language policy “operates within a speech community, of whatever size and that domain of language policy may be any defined or definable social or political or religious group or community”. Spolsky (2004:5-6) also distinguishes between three components of language policy of a speech community: its language practices which are “the habitual pattern of selecting among the varieties that make up its linguistic repertoire”; its language beliefs or ideology which are “the beliefs about language and language use; and any specific efforts to modify or influence that practice by any kind of language intervention, planning or management”.

The definition that is used by most scholars is the one given by Rubin (1973:4) who defines language policy as a deliberate “change in the systems of language code or speaking or both that are planned by organisations established for such purposes”. Cooper (1989:45) echoes this view that “language planning refers to deliberate efforts to influence the behaviour of others with respect to the acquisition, structure or functional allocation of their language codes”. Eastman (1983) also points out how language policies are devised to manipulate language in order to reach certain objectives. However, Alexander and Heugh (1999) perceive language planning as a social creation that may involve the discursive creation of a language policy. Tollefson (1991:16) also has the same opinion and supports these scholars when he refers to language planning as “conscious efforts to affect the structure or function of language varieties. These efforts may involve the creation of orthographies, standardisation and modernisation programmes, or allocation of functions to particular languages within multilingual societies”.

Deducing from the definitions mentioned above we can say that language planning refers to the attempt to control the interference of people in language so as to make it relevant to people’s practical needs. This means that it looks at planning from a functional perspective by looking at the question of which roles or functions for which languages. A range of conditions can affect language planning. As Ferguson (1977:9) puts it,

...all language planning activities take place in a particular sociolinguistic setting, and the nature and scope of the planning can only be fully understood in relation to the settings. Sociolinguistic setting should be interpreted to include anything that affect language practices and beliefs or that leads to efforts at intervention.

Conversely, policy-makers and planners need to understand the social system within which the language plan is to function (Hartshorne 1987; Haugen 1983; Wessels 1996:171), and to obtain appropriate socio-cultural and linguistic information about the users in terms of for whom the plan was devised. Several researchers claim that policy-making is not planning and make the point that the declaration of a policy is only one aspect of language planning, and that it usually precedes it (Appel & Muysken 1987:47). This is certainly the case in South Africa, where the far-reaching and highly innovative language policy of 1996 was a forerunner to the actual attempts for the implementation of the policy.

Language ideology concerning what people actually think and language practice in terms of what people actually do sometimes do not correspond. Language policy attempts may go further than or oppose the set of beliefs and values that underlie a community's use of language, and actual practice of language use (Spolsky, 2004:11).

This dichotomy requires the recognition of the multilingual nature of South African society by the Constitution. This further 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 tend not to empower 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. Chumbow (1987:22) states 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."

2.3 Sub-categories of Language Planning

Until recently, language planning has been distinguished by three categories related to elevation or demotion in status of a language, the expansion of the corpus of the language, and

the efforts to increase the speakers of the language. More recently, scholars have argued that for the ‘real’ implementation of a language plan to occur, the state and its entities must generate value for language in the language policy by creating opportunities for their use (Antia, 2017). The different sub-categories are discussed below.

2.3.1 Status planning

Status planning is the change in the allocation of functions of given language/s within a state or an entity within a state and, consequently, the rights of the speakers (Wardough, 2010:379). Cooper (1989:99) defines status planning as “deliberate efforts to influence the allocation of functions among a community’s languages”. Since language planning is a deliberate plan by the government to change or influence languages, it is the government or bodies authorised by it, who determine the status of a particular language in language planning. In South Africa, socio-political factors before 1994 meant that indigenous African languages had no official function in South Africa, except in homelands where they were dominant. The state bestowed the status of official language on English and Afrikaans, with various indigenous languages only having minimal status in education – as languages of teaching and learning in the early years of schooling, and as subjects.

South Africa is a highly multilingual country, with up to 25 indigenous African languages spoken (Ndebele Report, 2003). The 1996 Constitution saw the status of the nine indigenous African languages with highest number of speakers attain an official status, alongside English and Afrikaans. The function of English and Afrikaans was upheld, while the nine indigenous languages had their status elevated, and functions extended. This is typical in status planning as Bamgbose (1991:109) states that status planning relates to the “[m]aintenance, expansion and restriction in the range of uses of a language for particular functions”.

As stated earlier (and quoted from Wardough), besides changing the role and function of the language in a given societal context, the other responsibility of status planning is to the speakers of the languages concerned – status planning is often associated with granting of linguistic rights to those who speak it. In advancing this point, Crystal (1997:95) states that status planning deals with the standing of one language in relation to others. In the South African context, this could be interpreted to mean status planning after 1994 meant the granting of linguistic rights to speakers of indigenous African languages, in relation to English

and Afrikaans language speakers who had enjoyed this right for centuries. This right applies to the educational context, as articulated in various language-in-education policies.

The challenge in status planning in South Africa is that the indigenous languages and their speakers had lost their status for over a hundred years, and the state needed to commit to their empowerment, even for the speakers themselves. Some of the ways of ensuring an elevated status of the language is to regulate its use in institutions of power such as parliament, courts, administration, education, business and media (Poth 1997:17). Swanepoel (2011:10) also points to the fact that the value and importance of the official recognition of the African languages in the South African Constitution is very significant in changing attitudes of their speakers and others in South Africa, and should be acknowledged and not taken too lightly, lest the well-meaning status planning defeats its purpose. He further says that the recognition that he refers to represents a statement about the status of indigenous languages in Africa, which is more than merely symbolic. He states that status planning should translate to functional value of a language, for example, its meaningful use in education.

According to Poth (1997:17) since status planning is the way a language is “accredited a particular role by the government, be it official language, national language or language of education, there are important considerations that have to be pursued in changing the status of a language.” These relate to the number of speakers, the dialectal variation, the degree of similarity with neighbouring languages, national as well as international status of the language, and the available resources in that language.

In language planning studies, scholars (Bamgbose, 1991; Kaplan, 1986; Alexander, 1989), state that giving attention to the status of the language alone is not enough. The success of status planning lies in further corpus planning activities that ensure that the corpus of the language is sufficient and appropriate for the role bestowed on it through status planning.

2.3.2 Corpus Planning

As has been mentioned earlier, for status planning to be successful, it needs to be complemented by effective corpus planning. According to Webb and Kembo-Sure (2000:16), corpus planning “refers to the determination of standards and norms for a language, as well as the introduction of new words and technical terms.” Corpus planning can therefore be

understood as being linguistic form of a language that would particularly concentrate on the variables that transform the nature of language itself. Particular examples of corpus planning would include the standardization of a language, the creation of new terminology, spelling, production of dictionaries and textbooks, magazines, newspapers and so on.

Furthermore, Bamgbose (1991:110) points out that, in addition to the above, for languages without literacy, corpus planning first refers to activities such as codification of the language, writing of descriptive grammars for the language, as well accelerating the production of print material, especially literature in the language. He also points out that the revised corpus has to be acceptable to the community it is serving. Corpus planning can be referred to as a deliberate reformation of a language, often mandated by the government to make sure that a language has been standardised in such a manner that it can fulfil its official role.

The important aspect of corpus planning is availability of proficient human resources and appropriate facilities that would drive the corpus planning activities. Lopes argues that one of the greatest challenges facing corpus planning in Africa is the shortage of suitable human resources to undertake activities expected from corpus planning, (Lopes, 1999:86). This is especially true of those activities that seek to develop the languages for use in high-function domains. In Africa, and South Africa specifically, corpus planning activities seek to further develop indigenous African languages, which have not enjoyed prestige in the past, so that they are used in powerful domains as expected in status planning. The idea, by and large, is so that there is an improved co-functioning between the indigenous African languages and the two former official languages, English and Afrikaans.

In summary, corpus planning activities facilitate use of a language, and the use of the language enables further corpus development and survival of a language (Alexander, 2013). It stands to reason, therefore, that the fundamental aspect of corpus planning is the development of the syntactical structure of the language so that it can be used in powerful domains such as education (Maseko, 2011:42). In expressing this view, Bamgbose states that no matter how large the population of speakers of a language is, “it is only when the language has been reduced to writing and materials made available in it that it can be used in education.” A language with a long literary tradition has an advantage over one that does not (Bamgbose,

1991:72). With robust corpus planning activities, the language becomes visual in print. Languages that are visual in print tend to be attractive to people; both mother tongue and non-mother tongue speakers become receptive to them and possess positive attitude towards them. This leads to the next sub-category of language planning, acquisition planning.

2.3.3 Acquisition Planning

Cooper (1989:12) states that there are three types of acquisition planning. Firstly there is the acquisition of a language as a second or foreign language, secondly the reacquisition of a language by people for whom it is a vernacular and lastly there is language maintenance which are the efforts made to stop the language loss or death. Acquisition planning is therefore meant to boost the number of users of a language.

Primarily, language planning operates from the basis that with an elevated status of the language (through status planning) and with the syntactic development of the language (through corpus planning), that language is susceptible to be used in powerful domains, and therefore should be disseminated to all people in different contexts. Acquisition planning, therefore, is concerned with language and literacy dissemination or distribution. It can entail providing prospects and incentives to use a particular language to expand the number of users (Coronel-Molina 1999:68). He continues and states that there are three goals of acquisition planning and these are the acquisition of the language as a second or foreign language, the reacquisition of the language by populations for whom it is either a vernacular, such as a form of revitalisation to reverse language decline, and language maintenance.

South Africa is a multilingual society and the language policy of the country emphasises that multilingualism should be valued by all as a resource. In this regard, there are provisions in status planning that encourage multilingual proficiency of its citizens. Therefore, all its people are encouraged to learn additional languages in addition to their own. Institutions of education are expected, as part of their training, to provide proficiency of indigenous African languages to all, as well as academic proficiency in English and Afrikaans, which are at present languages of higher education. The practice though is that speakers of indigenous African languages tend to be attracted to English because of the perceived value of this language.

There are benefits of being a multilingual individual. According to Tollefson (2002), learning another language in addition to one's own language promotes individual multilingualism and national integration. In the South African context though, multilingualism is advanced with the purpose of promoting unity in diversity where there is respect for ones' and other's language/s. Having access to another language also means learning another way of thinking that is learning another way of living, learning another culture. This results in people having empathy for the thoughts and emotions of others. Learning different languages helps students learn better by giving them diverse perspectives and it broadens one's scope and world-view. Engaging with another language also means developing another way of understanding another world. People get to know each other better, and as a result they are able to live and work together harmoniously (Tollefson, 2002:72).

The challenge for indigenous African languages, as stated earlier, is to provide opportunities to illustrate the value of learning in the mother tongue where that mother tongue is an African language, and the value of speaking two and more languages, especially in the context of education. This can be advanced through opportunity planning.

2.3.4 Opportunity Planning

When languages have been elevated in status, their corpus developed, and disseminated to others, the government should provide opportunities in various sectors of the society, for use of those languages. The LANGTAG Report (1996:20), where it laments the failure of the Government of National Unity (the first post-apartheid government) alludes to this point when it states that

... (t)he [government of national unity] has failed to grasp and acknowledge the role of language in securing equal access to the services it manages on behalf of the citizenry ... (I)t has failed to ensure equality of opportunity and equity in results ... by not effectively removing language barriers for all citizens when accessing Public Services (1996:20).

Tollefson (1996) points out that a language planning approach should view language as an economic resource and it should:

- acknowledge that there are sources of knowledge and expertise which can only be accessed through particular languages;
- assume that effective measures will be taken to access and harness this knowledge;
- unlock the potential of existing patterns of local and regional multilingual communication systems;
- utilise international systems of communication; and
- build a flexible network of multilingual communication systems to suit the domestic and international requirements of a national plan for development.

This point of view is one that sees the position of language planning beyond status planning, corpus planning and acquisition planning. It shows that there should be a link between language development and needs of employment, as well as access to other services. A language can be elevated to a status of being an official language and can have an impressive corpus as well as have best strategies for acquisition planning put in place, but if it is not utilised in the market place people will not notice the value of learning it. This means that a language should have a functional value that is beyond the social context. Education is supposed to be a means to an end, which means that it has to be relevant for the requirements of both the social and economic contexts. It is through language therefore that education can take place. Language is therefore the vehicle to convey meaning and consequently to gain and construct knowledge which influences economic development. It is an instrument of production as well as a tool for managing access to diverse levels of power in the work place.

For African languages opportunity planning has been neglected. Although the government has been instrumental in the status, corpus and acquisition planning it has not looked at the usefulness of these languages beyond the education context. This could be one of the reasons why the attitudes of people towards the use of African languages has been objectionable (Dalvit 2004; De Klerk 2000). According to Alexander (2004:114) language is usually “one of the last social domains in which planning, understood as a means to achieve specific ends most efficiently, is felt, probably by a majority of formally educated people, to be taboo”. Promotion of African languages should not only serve the purpose of social transformation, but should be given an equal chance in participating in the political and economic existence of the country. There ought to be opportunity planning in any planning of a language, which would act as an

incentive for language learning. If a language is used as means of access to jobs or has job-creating potential, then this would be visible evidence of the social significance of that language. The LANGTAG (1996) report point out that short term and long term measures towards a language plan are needed and that it should:

- Use incentives to encourage employers and employees in both the private and public sectors to learn additional languages, especially those which would help to improve efficiency and productivity in the workplace.
- Use extra-linguistic strategies and policies to enhance the status of the African languages, such as rewarding employees for their multilingual skills and - where it is justifiable - insisting on proficiency in an African language as a criterion for employment.

These are the kind of incentives that should be looked at when African languages are to be made to count and are to have value in the society.

According to Prinsloo, (1993:90-96), “these inequalities need to be redressed through a process of affirmative action”. This is in-line with the Constitution Section 6(2) which states that the State is required to take practical and positive measures to elevate the status and advance the use of the indigenous languages. The status of these languages can only be recognised if they have the appropriate corpus to be used as languages of higher domain. The slow rate in the implementation of the language policy exacerbates the problem and makes these languages to be at a disadvantage as even the speakers of these languages lack confidence in their value since the corpus planning is lagging behind.

2.4 Language Policy and Planning in Education

One of the key factors that a language policy and plan provides for is the role different languages play as languages of teaching and learning and as subjects in the education context. The extent of the importance of the language policy and education is that language-in-education policies are often distinct from general language policy, but draw from the general sentiments expressed in it. For South Africa, general sentiments expressed in the language-in-

education policies for both general basic education and higher education relate to multilingualism and equity of access and success.

The Language-in-Education Policy was developed and produced because it was conceived as an integral and necessary aspect of the government's strategy of building a non-racial nation in South Africa (Department of Education 1997). It is meant to facilitate communication across the barriers of colour, language and religion, and it recognizes cultural diversity as a valuable national asset. The LiEP (RSA 1997:4-5) incorporates the following aims:

- to promote full participation in society and the economy through equitable and meaningful access to education;
- to pursue the language policy most supportive of general conceptual growth amongst learners;
- and to establish additive multilingualism as an approach to language in education;
- to promote and develop all official languages;
- to support the teaching and learning of all other languages required by learners or used by communities in South Africa;
- to counter disadvantages resulting from different kinds of mismatches between home languages and languages of learning and teaching;
- and to redress the problems of previously disadvantaged languages.

The policy also promotes additive bilingualism in that it aims to maintain the home languages while providing access to the effective acquisition of additional languages. This is a model which has been espoused by Alexander (2002) who encouraged the use of a mother-tongue-based-bilingual education model. Emphasis would then be on imparting knowledge in the mother tongue while transferring to English. This is supported more recently by Kaschula, in Wolff & Altmayer (2013) when exploring the Alexander model where it is stated that “[c]ognition therefore takes place most effectively in the mother tongue.”

This policy document was informed against the backdrop of the Constitution (RSA 1996); the South African Schools Act of 1996 (RSA 1996) and the ANC's policy framework for Education and Training (1995). All three documents emphasize three basic principles: firstly,

all 11 official languages have equal status and importance; secondly, learners and parents may choose the language of learning in schools where practicable and thirdly, a programme of additive multilingualism must be introduced into schools. Luckett (1995:75) defines additive bilingualism as the gaining of competence in a second language while the first is maintained. The LiEP characterises multilingualism as the promotion of two or more languages (RSA 1997:3). The multilingualism policy also discourages languages being introduced at the expense of one another. The primary language of the learner must be consciously maintained.

The LiEP discusses two approaches to multilingual education (LiEP 1997:3). Firstly; it presents the argument in favour of teaching through one medium (the home language) and learning additional language(s) as subjects to the benefit of the learner's cognitive development. Secondly, it describes the benefit of structured bilingual education. However the LiEP does not take a definite stance on methodology for acquiring additive bilingualism, but states that the underlying principle of the policy is to maintain home languages while providing for the acquisition of additional languages. This is in keeping with the provisions in the Constitution (RSA 1996:29.2) which allows individuals to choose their medium of instruction and additional languages as subjects with the elected governing bodies of schools (South African Schools Act 1996:8). The fundamental values and strategies remain the same and the curriculum continues to serve as a guide for education in South Africa (DoE 2002).

In underscoring the importance of considering language policy in education, Bamgbose states that, "language is without doubt the most important factor in the learning process for the transfer of knowledge and skills is mediated through the spoken or written word" (Bamgbose, 1992:53). Education is never impartial: it does not exist in a vacuum but is directed towards realisation of certain rationale, "behind which rests fundamental issues such as philosophies of life, religious beliefs, ideas about the state and society, political ideologies and the working of economic forces" (Hartshorne, 1995:306). Therefore, education is one of the most important driving forces of language policy and planning. It is mostly through education that implementation of language policy can take place, where a top-down language planning approach is often the responsibility of government education departments. The choice of language of learning and teaching (LoLT) and languages to be learnt as subjects are commonly subject to planning limitations such as political and socio-economic conditions.

As indicated earlier in the discussion on language policy, there are other social factors that influence the formulation of a policy such as politics, and socio-economic factors. One of the primary motives for the South African language-in-education policy is the promotion of multilingualism to promote social cohesion, and equality and equity of access and success through use of mother tongue in the learning process. Jernudd and Das Gupta (1971:202) suggest that the utilisation of mother tongue is appropriate since using the learner's most familiar language is perceived to bear benefit in the conceptualisation of knowledge. The introduction of second language as medium of instruction lowers the achievement in the subject matter. In support of the above, the ANC (1994) policy document points out that "...language is essential to thinking and learning, learners must be able to learn in the language or languages which best suit this purpose".

Cummins (2000:58) also states that, "Conceptual knowledge developed in one language helps to make input in the other language comprehensible". If a child already understands some concepts in her own language, all she has to do is acquire the label for these terms in the language of teaching and learning. She has a far more difficult task, however, if she has to acquire both the label and the concept in her second language.

Regarding language in education policy, the South African 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" (The Constitution, Section 29 (2)). It further encourages the development of indigenous African languages as mediums of instruction in education system, alongside English and Afrikaans. While cognisant of the fact that English and Afrikaans are favourable languages of teaching and learning because of their degree of development, in fact the South African language policy provides that all languages should be treated equally as they have an equal status since democracy when the indigenous languages were elevated to the status of being official languages. By implication, the policy could be interpreted as treating all languages as equal, but in fact in the education domain it still privileges English and Afrikaans, and marginalizes the indigenous languages. Hornberger (1998), states that language policy is thus, a means to impact on efforts to protect and successfully promote the vitality of all languages, including indigenous languages, through its effective implementation.

Language policy in Africa has always been affected by politics – where previously undermined local languages are empowered to play a role in education, but there is usually inconsistency between policy and practice (Bamgbose, 1991:85). In terms of the political effect, the shift in political power in South Africa in 1994 brought about change in language-in-education-policy where the other nine indigenous African languages had their role spelt out. However, as with other language-in-education-policies, there are challenges in the implementation of this policy. Generally, sentiments expressed in language-in-education policies in Africa are that of inclusivity, access and success. This means that a language selected by a learning institution as a language of teaching and learning should ensure that it does not exclude others and should not be a barrier to access to participating in knowledge available in these institutions, and it should not be a barrier to success (Bamgbose, 1991). This has to be done bearing in mind that Africa is a multilingual continent.

There is general understanding of the value of mother-tongue education, or of the use of mother-tongue to support education in another language, and of acquisition of languages other than one's own. Therefore, multilingualism in education is supported in language-in-education policies. However, even though Africa's multilingual environment is expressed in policy the use of a colonial language, reflective of the colonial history of each country, is deeply engrained in the language practices of African learning institutions. These languages have been synonymous with the growth of these countries. They are already fully developed and have the resources for the education system. According to Spolsky (2004:85):

Most of the languages of the world are marginal, used only for spoken communication locally. Many of the speakers of peripheral languages have multilingual competence as they know their peripheral language, most commonly because speakers of peripheral languages learn a central language (the opposite process is rare as the others already feel they have the language of empowerment). When speakers of central language learn another it is usually one of a higher hierarchical level, which constitutes the group of super-central languages. It is therefore because of the need to be able to communicate with the other and to understand the culture of the other that the speakers of the dominant language are willing to learn the language of the peripheral language speakers.

In South Africa the Language in Education Policy (LiEP) (1997) and the Language Policy for Higher Education (LPHE) (2002) were formulated to promote multilingualism in the basic and higher education sector respectively. The main provision in these policies is that English and Afrikaans, because of their state of development in education, will in the short to medium term, be used as languages of teaching from Grade 4 in basic education, and throughout Higher Education. At the same time they also caution against the use of these languages to hinder access and success of those who have other languages as home languages. To that effect, and also for short-term purposes, the LiEP and the LPHE make provision for use of other languages to support English-medium teaching, and in the long term, the use of these language as LoLT. With this in mind, the policies provide for the further development of African languages for use in education. Their aim is to ensure that all South African languages are “developed to their full capacity”. Therefore, the language-in-education policy after democracy seeks to address the inequality of education in the past.

Spolsky (2004:84) points out that in Africa the missionaries who introduced Western education to many parts of the continent were frequently put under duress both for putting emphasis on English and for their discouraging English by teaching local languages and establishing literacy in them. They recognised the value of being able to use a language for transferring whatever message had to be brought forward. De Swan (2001) explains the importance and value of a language in education by pointing out that “languages are hyper-collective goods which are not used up by use. In actual fact the more they are used the more they develop. From an economic point of view a language is an investment and one that is more valuable the longer it survives and the more other people use it.” It is therefore through an education language policy that the education system can either collapse or thrive, as it would require this institutional support in order to flourish.

2.5 Multilingualism in education

Multilingualism, that is, the use of multiple languages by an individual within a community, or by a community of speakers, is a common phenomenon not only in Africa, but in many other countries of the world. In Africa multilingualism is largely a natural phenomenon, while other countries are gradually becoming multilingual because of the effects of globalisation. For this reason, many nations are considering how best multilingualism can be used in education for

effective learning. There is therefore a growing concern over the treatment of multilingualism in education. Deciding on which language of instruction would be most beneficial to effective teaching and learning is becoming more and more a task that tends to be surrounded by a lot of controversy. In fact in practice there is an overarching development of monolingualism in education; even though the learners or students have multiple language proficiencies, the tendency in education is to adopt monolingual teaching and learning approaches. The promotion of multilingualism has only been on paper in many parts of the world and implementation has been lacking. The treatment of multilingualism in education is actually reason for concern especially in countries that were once colonised. This is the fact since they seem to maintain the coloniser's languages as languages of teaching and learning thereby neglecting their own languages.

Although South African education is perpetuating monolingualism through research, teaching and learning practices, this does not mean that other languages are not used in the classroom. Students whose primary languages are different from English and Afrikaans continue to use their languages, alongside English and/or Afrikaans in informal learning spaces (Bangeni & Kapp, 2006). However, this classroom multilingualism is not valued and, consequently, languages other than English are marginalized even though they are protected by the Constitution and other policies such as the LiEP (1996) and the LPHE (2002). The Constitution of South Africa (1996) encourages the promotion of multilingualism and states that all languages must be given equitable treatment, development and protection. The South African Language Policy Framework (2001) points out that linguistic and cultural diversity needs to be nurtured through various institutions such as education. It also intends:

To facilitate individual empowerment and national development by promoting the equitable use of the official languages and thus ensuring that all 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, and to knowledge and information through using language and speech technology.

In terms of the Constitution of the Republic of South Africa (Act 27 of 1996) it is stated that:

The government and thus the Department of Education, recognises that our cultural diversity is a valuable national asset and hence is tasked, amongst other things, to promote multilingualism, the development of the official languages and respect for all languages used in the country, ... both societal and individual multilingualism are the global norm today, especially on the African continent. As such, it assumes that the learning of more than one language should be general practice and principle in our society. That is to say being multilingual should be a defining characteristic of being South African.

One of most significant points is that language in education policy is seen as part of building a non-racial South Africa. As such the policy should encourage communication across the barriers of colour, language and place, while at the same time creating an environment in which respect for languages other than one's own would be held in high esteem. Thus policy goes much further than language rights as set out in the law. It thus deals with moral obligations as well and in this regard it promotes multilingualism such that, the use of more than one language in education is supposed to be the norm in our society.

South Africa's vision of a state where there is "diversity within unity" sets the tone for multilingualism because it creates the conditions by which minority and previously marginalised languages are able to flourish and at the same time encourages the necessity of communication between speakers of different languages. This requires an effort for members of different language groups, while maintaining their mother-tongue, to learn the languages of others, in order to communicate with them, hence encouraging multilingualism. Responsibility for multilingual policy implementation remains a collective one: individuals, institutions (private and public) and government need to implement policy. Thus it is that while there is a right to one's own language in education, at the same time there should also be access to and the effective acquisition of additional languages. Another consideration introduced in the 1997 LiEP is the question of language rights and cognition. The Department of Education aims "to pursue the language policy most supportive of general conceptual growth amongst learners".

The Working Group on Values in Education, in their report to the Minister of Education entitled Values, Education and Democracy (2000) identify multilingualism as one of the six

basic values that have to be promoted through the educational system. Among other important propositions, they state that:

There are two main values we wish to promote in the area of language, which are, 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. We do believe that an initial grounding in mother-tongue learning is a pedagogically sound approach to learning. We also believe that multicultural communication requires clear governmental support and direction (DoE, 2000:21).

In one way, this plays out in the form of promoting mother-tongue education in the early years, and in another it encourages additive multilingualism (which presumably is aimed to enable learning of knowledge that is still only available in languages other than mother tongue). Some African states prefer instruction only in the official language, normally an inherited colonial language, but some aim to foster linguistic and thus social diversity by encouraging teaching in several indigenous languages (Wolff, 2013:12).

One reason some states prefer a single language of instruction is that it supports national unity. Disagreeing with the reasoning that monolingualism promotes unity, Tutu whose concept of a “rainbow nation” has been used to describe the South African nation after democracy, in articulating the principles of the democratic state, states that there could be unity in diversity. Even South African people before colonialism were able to communicate and co-exist using diverse languages. Kamwangamalu (2000) summed this up by suggesting continued tension between two forces, on the one hand “an awareness of the necessity to revalorize the indigenous languages,” and on the other hand a strong tendency to accept English as a lingua-franca.

The challenge of acknowledging and implementing multilingualism in education can be illustrated with the South African situation. Contrary to the provisions of the LiEP and the LPHE, there is very little attempt to develop the multilingual abilities of English and Afrikaans speaking learners while on the other side the African languages speakers have to learn English since it is the language used in the market-place as well as through all levels of education. There is a problem in this one-sidedness in that it lets English speakers off the hook, and

perpetuates their linguistic advantage in relation to the hegemony of English. However, it is also true that the majority of people are African language speakers and that they are being disadvantaged by their inadequate competence in English, than are English-speakers being disadvantaged by inadequate competence in African languages.

Underpinning this focus on getting non-English learners up to speed with English is the economic reality in terms of which, as Alexander (2005) says, “most people will inevitably choose English as the other language to be learnt and/or learn in” even if they have a limited command of the language. Kamwangamalu (2003:88) is pessimistic about the prospects of policy in the face of the practice. He refers to Skutnabb-Kangas (2000) where she describes English as a killer language in regard to contacts between English and indigenous languages with the view being that these tend to lead to the demise of the latter. He concludes by pointing out that, “the current trend is towards monolingualism in English in South Africa and the subsequent language shift from African languages to English especially in urban black communities in the context of South Africa, English is spreading like wildfire.” Another factor reinforcing this view is the lack of resources available for such a project. In the *City Press* Newspaper Malada (2005) argued that the right to choice of language is “nothing more than sheer rhetoric as schools lack the capacity to offer tuition in the languages of the majority of learners.” Indeed there is discrepancy not only between government policy and public aspirations, but also between these and what is actually happening on the ground.

South African Minister of Education, Pandor (2004) signalled in explaining policy at the time stating that:

One of the intentions of our policy is to encourage the use of home languages as media of instruction in the first three years of schooling. This intention is based on the well-established fact that home language, if correctly used, can be a powerful vehicle for developing foundational concepts for future learning. We have to balance the educational imperatives of using indigenous languages as media of instruction in the foundation phase and the political and economic imperatives of developing competence in English.

Until recently no significant resources have been made available to accommodate the new language policy, no steady supply of support material has been forthcoming and there is also the need for advocacy work to change people's attitudes towards multilingualism. Without any infrastructure, by default English and Afrikaans still remain far ahead of the indigenous languages. The resource issue is a long standing theme in assessing government education policy. Commenting on this, Probyn et al. (2002:65) noted that the necessary terminology and textbook resources had not been developed to have more learning in the mother-tongue. They argued that it was probably not feasible to overcome this "given current economic restraints". Unfortunately the economic constraint is a government issue. The point must be made that the choices are made about the priorities for the government spending. Clearly, the government does not feel sufficiently committed to the policy to divert resources away from other areas to ensure proper roll-out as hoped for, thereby reneging on its constitutional imperatives.

Multilingualism in the South African context means embracing African languages. As Broom (2004:524-525) acknowledges, affirmative action strategies by government need to "encompass the public use of African languages, development of literacy and reading in these languages and expanding vocabulary to deal with modern concepts." The practical constraints and the political and financial implications, indicate that such "endeavours are long-term goals that could be instigated in the short-term but are unlikely to benefit learners in the short term" (ibid.) Broom (ibid.) continues by stating that "widespread training and upgrading of the language expertise of teachers, in both English and at least one other official language, is unlikely to be achieved in the short term." He also adds that "the demand for English education must be accommodated in such a way as to promote the cognitive development and academic attainment of the majority of the learners." According to Alexander (2005:28) the short term solution is a bilingual system with English as the other language to be learnt in. He argues that this situation will "set the minds of parents at rest that learners will emerge from the system knowing both their own language and the economically dominant English language."

Such an argument might be complex given that the Constitution does not allow the prioritisation of one language above another (in this case English). However, if such a change was possible, it would certainly simplify and clarify strategic objectives. Thus, instead of an all-encompassing multilingual policy that contrasts so strongly with the realities on the ground, and which takes focus off the specific challenges around the place and role of English,

government could focus on concrete programmes. Multilingualism would remain a longer term goal, as would the possibility of a full 12 year mother-tongue educational system and tertiary instruction in African mother-tongue languages. But at least there could be a better planned transitional path to English as the de facto language of learning, and on the basis of a proper additive bilingualism.

English need not be a competitor to the mother tongue, but a language that complements the linguistic repertoires of South Africans. One of the keys to the whole problem is thus the quality of teaching of both English and African languages. One thing is clear that the current system is not viable or sustainable. This inhibits English speakers from becoming competent in an African language and more seriously it disadvantages African language speakers. The latter do not receive proper development of mother-tongue competence, nor do they receive enough English competence to cope well with learning in English (Wolff & Altmeyer, 2013; Wolff, 2016). As Alexander (2005) suggests, English is “desirable” but remains “unattainable” for many. This means that language speakers are deprived of actual learning opportunities.

Subtractive bilingualism may occur since language is susceptible to many influences. Subtractive bilingualism is thus defined by de Villiers (1998:67) as when learning an additional language entails a degree of loss of the first language. Hence if the state institutes multilingualism it must do so in a way that the mother tongue is not merely left to the home environment but is also institutionalised. By not utilising additive bilingualism in language learning and teaching, acquisition planning will fail and multilingualism will remain a problem.

2.5.1 Multilingualism: a problem?

Although multilingualism in Africa and almost all over the world is a norm there is a widely-held view that it is a problem in society, in particular in education. Webb and Kembo-Sure (2000:4) for example refer to “language as a problem” and “language-based problems” on the continent. Equally, there is a shift from perceiving it as a problem, to viewing it as a resource. The perception is that multilingualism in a society, or linguistic diversity, is in itself a problem deeply entrenched, despite the political and ideological legitimacy that multilingualism has gained in recent years. This diversity is in itself perceived as an inherent problem in matters of

communication, governance and education (Fishman, 1974; 1984; Crystal 2000); Halliday 2009); as well as Jernudd and Das Gupta (1971:196). Actual diversity is perceived as a communication barrier and viewed as one of the causes of disagreements and misunderstandings in a community. It is assumed that managing a multitude of speech communities is problematic and costly.

Every education institution is a reflection of the society in which it is located, therefore by and large, higher education institutions, especially in Africa, have a student and teacher community that have a variety of linguistic repertoires. Besides the fact that students and teachers are part of a multilingual community, many are multilingual individuals. Even though that is the case, most institutions are notoriously monolingual in terms of their teaching and other practices, and it is a common occurrence for learners' languages not to be used. The language of choice is often that of European origin, and the majority of the learners do not learn in their home language, nor have support in this language. The language of the learners in schools would reflect the community where the school is located. Even in that kind of environment where the teacher and learner share the same language, the language used in the classroom mostly is a second language to all of them. This conundrum is made even worse by the fact that the indigenous standard languages themselves represent a number of dialects, which are the mother tongue of the students.

Because of the multilingual nature of the education institutions' population the government has not been effectively and equitably meeting the needs of the population so that linguistically diverse groups have equal opportunities in the use of their languages. In my view, this is true of all Higher Education Institutions in South Africa. The government has mostly tried to get rid of the multilingualism "problem" by reducing the linguistic diversity whereby only one language is used as language of learning and teaching. Policy therefore does not reflect practice on the ground and there is a lack of implementation, and monitoring of such implementation by both institutions and government.

There is a school of thought that advances that multilingualism is cumbersome, too expensive, and ultimately, not affordable in education. Furthermore, it thinks that multilingualism can bring pragmatic problems for central political control and that implementation of the

multilingual policy is difficult. In education English has long been gaining momentum (McLean and McCormick, 1996). The diversity and multiplicity is in itself seen as an intrinsic problem in issues of communication, governance and education. Moreover it is perceived as not cost-effective and synonymous with conflicts and tensions. This idea is supported by a school of thought that sees monolingualism as a means to nation building and that if there was one national language then there would be equality all round and this could therefore solve the problems of multilingualism (Fishman et al., 1968). In my view, aspects that are often perceived as problems of multilingualism are as a result of monolingualism fostered by Europe and its inherited institutions, such as those of education.

While this is an idea that used to work in the historical monolingual countries, presently it is often an ideal that does not take note of the actual linguistic situation that is prevailing. (Lorenzo, 2007:30) aptly states that:

Although extreme language diversity can be costly to the point of being economically impracticable, zero language diversity policies are from an economically standpoint similarly ill-advised. Studies in the Economy of Language show that investment in language teaching involves a high rate of return. Bilingual education, which usually amount to little more than an increase of 5% of total education spending, is a wise move for economic reasons too.

Alexander (2003) argues against a policy that promotes a single official lingua franca by stating that having one official language does not necessarily promote unity. He points out that the more languages people speak the more they communicate and interact. On the one hand, multilingualism is associated with the value of learning another language, and acquiring linguistic and cultural proficiency in it. It is a widespread belief that proficiency in multiple languages enables one to make an appropriate language choice in a communication event. On the other hand, if the communication event is a learning context, there is equally a great value in being multilingual in that those involved in learning draw on a variety of their linguistic repertoires.

One also needs to take into account the fact that languages are also influenced by politics, which could affect the choice of one language over another. Therefore, those ‘powerful’

languages tend to be preferred. Unfortunately, the powerful languages in Africa are the languages of European origin while the less powerful are the local indigenous languages. In advancing this point, Tollefson (1991, 1995) and Pennycook (1989) commented on the issue of language inequalities that were apparent in both developed and developing countries, together with the idea that language policy and planning are more inclined to focus on the ideologies of dominant powers. This results in the dominant language's contribution to the weakening of indigenous languages. Monolingualism therefore signifies a capitalist and imperialistic mind-set while multilingualism in contrast represents an 'ecology-of-language paradigm' with a firm priority on language maintenance and human rights. Although that is the case the two views are not functioning parallel to one another and often a choice is made between the two (Phillipson and Skutnabb-Kangas, 1996:436)

In actual fact, what could solve the multilingual challenges is a functional and practical multilingual language policy which would contribute to eliminating the perception that multilingualism is a problem (Kontra et al. 1999). Unfortunately, the oppression of any language almost always causes the oppression of the speakers of that language and this is not justifiable. Consequently, the recognition of languages in education should not follow an either or principle as alluded to above, but advocate additive multilingualism and an all-inclusive approach should be practised so as to provide learners with access to their full economic and educational capability. Since education is supposed to be nurturing the future workforce of the country, planners should be cautious of factors that might reproduce unequal power relations as these might weaken the economy of the country.

2.6 Language Policy and Planning in South African Higher Education

Universities need to be of service to the community they are serving. They play an integral role in intellectualising and developing the nation in a knowledge-based working world and they are supposed to produce graduates that will play a relevant role in the local economy. Universities therefore need to be able to equip graduates with appropriate language skills. The South African language policy before democracy enshrined two languages which are English and Afrikaans as official languages and these languages were the only languages used in higher education for teaching and learning. South Africa's democracy did not only overcome social and racial consequences of the apartheid regime in 1994, it also had to address the by-

products of such a regime one of them being inequality in higher education and how the other languages other than English and Afrikaans are marginalised. This means that the democratic government had a huge task ahead of them and part of this task was and still is the promotion of multilingualism. In a multilingual society there is a need for proper and intensive language planning so that all languages can be accommodated and no language can be prejudiced or marginalized. The Language Policy Framework for South African Higher Education (2001:23) states that:

Since all learning is conditioned and facilitated by means of language, policy in Higher Education institutions should ensure access to meaningful, i.e., effective, education to all South Africans studying, or wishing to study, at Higher Education institutions.

In order for the institutions of higher learning to be able to operate they therefore need to take note of the effect their language policy has on its staff and learners, as language can affect the functioning as well as success of the students if there is a language barrier. This therefore means that language policies influence every single facet of higher education and any aspect of higher education whether it be learning, teaching, training or research should involve a reconsideration of the role of language in higher education.

At present the majority of emerging South African graduates have mostly studied in English and a few in Afrikaans and even less in African languages. The exception would be the University of Limpopo, which introduced a bilingual education model, using English and Sepedi to study a degree in English and multilingualism where five subjects are taught in Sepedi and the remaining five are taught in English. The “importance” of English is apparent from the fact that English is used in all the South African universities as a language of teaching and learning. Sadly it is also English that is seen as a yard-stick for being educated, one’s education is judged on one’s ability to speak English, and with the standard or received pronunciation or accent. This is the legacy of the past that has led to inequality and marginalisation of the African Languages. The South African government acknowledges this disparity as this is even mentioned in the Language Policy for Higher Education (2002:4-5) which states that:

Language has been and continues to be a barrier to access and success in higher education; both in the sense that African and other languages have not been developed as academic/scientific languages and in so far as the majority of students entering higher education are not fully proficient in English and Afrikaans.

Consequent to the role of English in higher education student's incompetence can be as an outcome of inadequate mastery of the English language since it is confusing to learn in a language one does not fully understand. Brand (2004:6) comments that to criticize a student who comes from an educationally disadvantaged background for lack of proficiency in English is a typical case of "blaming the victim". Language related issues are a central factor of educational disadvantage. The major challenges to Higher Education institutions are therefore "to address past inequalities and to transform the higher education system to serve a new social order, to meet pressing national needs, and to respond to new realities and opportunities" (White Paper: 1.1). Alongside the addressing of the past inequalities the higher education sector intends to:

...ensure the simultaneous development of a multilingual environment in which all our languages are developed as academic/scientific languages, while at the same time ensuring that the existing languages of instruction do not serve as a barrier to access and success. (Language Policy for Higher Education, 2002:5)

An effective language development is therefore essential for meaningful equity and redress and for ensuring that access to information is made available to all students. The changes in the South African socio-political context have necessitated that the universities revisit their policies.

Since 1994 the South African government has been involved in several activities which were an attempt to rid itself from its unequal past and basically repositioning the country for a better and democratic future. This was first and foremost done through a vision of transformation. Primarily the change in the language policy was to be in line with its mandate of respect for all languages, acceptance of linguistic diversity and social justice. All national institutions were therefore required to promote the language rights and that all people had to have access to all national programmes and institutions and not be hindered by language barriers (Language

Policy and Plan for South Africa, 2000). As stated in the Language Policy Framework for South African Education (2001:8)

... a language policy for higher Education can only be successfully formulated as part of a comprehensive language policy to cover all levels of the education system.

The transformation agenda is expressed in documents such as the Education White Paper 3, which is about *A Programme for the Transformation of Higher Education* (1997). This was followed by the National Plan for Higher Education (2001) which established several policy goals for the reconfiguration of the higher education system with a focus on development and addressing the current and future needs of the South African Community. The Constitution protects language rights and section 28(2) further 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....” (2006).

No institution has a language policy that encourages the use of an African language as a language of learning and teaching for its academic courses. African languages are mostly taught as subjects. There is no accommodation in these institutions of the cultural and linguistic diversity of its learners. Mostly the learners are treated as if they all come from the same linguistic background. Almost all universities have found a loophole by not even making the choice of using an African language, which is already available to its learners, with the exception to some extent of Limpopo as pointed out earlier and UKZN (Hlongwa in Kaschula & Wolff, 2016).

The Language Policy for Higher Education has many loop-holes that in fact makes it nearly impossible for the students even if they wanted to, to actually invoke it. An example will be with the statement from the policy that states that, “The Ministry acknowledges that the implementation of multilingualism will in practice, be in tension with other imperatives and considerations such as the need for financial affordability and the rights of others” (LPHE, 2002). As much as this statement realises the fact that money is an issue, it also gives universities and institutions of higher education the choice to deny mother tongue education by stating that they do not have funding.

Former South African Minister of Higher Education and Training, Dr BE Nzimande's in his speech at the Roundtable on African Languages in Higher Education at UNISA acknowledges that the African languages should not be disregarded but their worth should be recognised by not only lip service but by execution of policies that intend to promote their use. He commented that:

While we cannot ignore global requirements for communication and academic transfer, engagement and knowledge building, we do not have to neglect indigenous languages. The South African Constitution is clear about the importance of all national languages, and the rights of their speakers. However, there is need to translate constitutional aspirations into real gains. (Nzimande 2010).

Many committees have been formed to look into language usage in education and their findings are mostly never realised in terms of an action plan, instead more committees doing the same thing are being created every single year. The Higher Education Minister also points out that the aspirations of the language policy are not impossible and that they can be realised. He proclaims this by citing several scholars who have researched the use of African languages by asserting that:

There is a need to counter the myth that African languages cannot be used for high level thinking and research. Ngugi wa Th'iongo writes about this in an essay on "the challenge of the pan-Africanist intellectual in the era of globalisation". He indicates that the argument that African languages are incapable of handling complexities of social thought was long answered by Cheikh anta Diop, who argued that "no language has a monopoly on cognitive vocabulary, that every language could develop its terms for science and technology." He argues that "even languages like English and French had to overcome similar claims of inadequate vehicles for philosophy and scientific thought as against the once dominant Latin". And we have our own example of this in Afrikaans, once believed to be inadequate for higher-level thinking but elevated to a strong language of academic use. Ngugi argues that Kiswahili in Tanzania is an example of this effort (Nzimande 2010).

In 2003, the Ministry had allotted a Ministerial Committee, which was chaired by Professor Njabulo Ndebele. This committee was to provide guidance for the development and use of African indigenous languages as mediums of learning and teaching in higher education. The committee report made recommendations that there first needs to be development of these languages and this could be done through a “well-coordinated, long-range national plan that would work at national, provincial, and local levels to provide adequate resources and support for indigenous African languages”. The Committee also suggested that each tertiary institution in South Africa should identify an indigenous African language of choice for initial development as mediums of learning and teaching. In the case where the chosen language is regionally a dominant language, higher education institutions in that region should make use of a regional approach.

In the same year (2003) cabinet had approved the National Languages Policy Framework and Implementation Plan, which was to regulate and monitor the use of official languages by government institutions. Also a language bill was drafted and presented to parliament in 2004, but was not approved and the DAC was asked to consult further and present it again with the concerns brought forward effected. This bill in its draft form is also quoted and used as a basis for higher education language policy. It was later signed into law as an Act in 2012. It states the following as some of its objectives:

- To facilitate individual empowerment and national development by promoting the equitable use of the official languages and thus ensuring that all 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, and to knowledge and information through using language and speech technology.
- To develop and promote the official African languages and Sign Language/s of South Africa, i.e., Sepedi, Sesotho, Setswana, siSwati, Tshivenda, Xitsonga, Afrikaans, isiNdebele, isiXhosa and isiZulu.
- To support economic development through the promotion of multilingualism (*Language Policy Framework for South African Higher Education, 2001*).

Even though that is the case little has changed in its contents from the 2003 bill, and the 2012 Official Languages Act represents the same. According to Du Plessis (2010), the main objective of the new bill, “is to put a regulatory framework in place for the facilitation of the effective implementation of the constitutional obligations relating to multilingualism.” The bill’s intentions were also to promote the equal use of the official languages. It still maintains that every South African citizen has a right to use his own official language. Du Plessis (2010), also points out that, “multilingualism is generally upheld as a national ideal”.

Although the policies have been put in place little seems to be happening in the line of monitoring the implementation of the South African rights where languages are concerned. It looks as if the same concerns that hindered progress in the 20th century still exist in the 21st century. Although that is the case there still needs to be law that regulates the promotion of African languages as well as making sure that they are treated equally. Sadly, recent court cases, as recent as 2016, do not seem to uphold equality of languages before the law, based on the Constitution and the above-mentioned bill and Act. The case of Lourens versus the State is a case in point where the court held that English-only should be the language of record in courts of law.

Citing Williams (2008:174) in Dunbar Du Plessis (2010) four reasons that make language legislation important are highlighted. He points out that they can:

- bring about changes in the linguistic behaviour of the organisations to which it is applicable
- bring about changes in the linguistic behaviour of the minority-language speakers themselves
- enable speakers of the minority language to take action when shortcomings arise in respect of implementation
- create a normative environment which makes it possible for the behaviour of responsible institutions to be exposed to public censure

There has been a cry from the Minister of Arts and Culture when the first bill came out that:

Taking the language policy, our plans for implementation and the advantages of multilingualism into account, please assist us in making sure that the SA Languages Bill is a true legal reflection of our intentions so that this piece of legislation indeed becomes the cornerstone for well-managed multilingualism in South Africa (DAC 2003).

An education language policy can have meaning and validity only when it is firmly grounded in the overall provisions of the national plan. Further, a language policy for Higher Education can only be successfully formulated as part of a comprehensive language policy to cover all levels of the education system. If a policy is proposed for one sector of the system only, it could have unintended consequences for the other sectors. We should have policies that are user friendly so that implementation can be easy. Structures that have been set to deal with the language policies have failed to see to it that they are implemented. The environment has not been conducive to pursue these policies. The challenges of multilingualism tie in with education challenges. If the multilingual nature of the country is ignored then education problems still cannot be solved. Furthermore, language is the channel through which intercultural communication can be experienced and social cohesion encouraged.

2.7 Conclusion

This chapter discussed the theoretical underpinnings of the study pertaining primarily to language planning, policy and multilingualism. Except for the rights stipulated in the constitution, the language policy of South Africa should promote multilingualism in a way that every South African citizen should understand that knowing and using more than one language is supposed to be a general practice in our country. Choosing one language above others for high domain aspects is a form of exclusion, which is against what the constitution stipulates and stands for. The multilingual nature of the country ought to be reflected in education. This means that there should be access to the language of teaching and learning for everyone, alternatively that the LOLT be one's mother tongue, and that effective acquisition of African languages be implemented across all population groups. This could be done by promotion of additive multilingualism. This chapter suggests that languages, especially in a multilingual context need to be planned, and that government or their appointees need to formulate policies aligned to the state's vision for its society. That policy needs to be complemented by an

implementation plan, which should be effectively monitored and evaluated. The chapter further shows that LiEP, specifically in South African Higher Education, is well articulated, but policy provisions do not always reflect in practice. Multilingualism, the core of the LiEP, is often seen as problematic, rather than a rich resource to be utilised in the educational milieu.

This chapter looked then at the theoretical framework of this study, particularly language policy, planning and multilingualism. These aspects are contextualised within language in education. It dealt with related literature on multilingualism and education and significant considerations that should be taken into account when formulating language policy and planning. The chapter outlined the various studies that have been done and explored language and education within the context of South Africa. The chapter concludes that there are many aspects that influence the use of a language of learning and teaching such as the government, society and the language itself, and that implementation is central to language planning. For policy provisions to be realised, there needs to be a comprehensive implementation plan where practices of policy targets are closely monitored and evaluated. The chapter concludes that multilingualism should be seen as a resource rather than a problem. The chapter that follows explores, from a comparative point of view, various language policies in other African countries, in order to assess best practices.

CHAPTER 3: A COMPARATIVE ANALYSIS OF MULTILINGUAL LANGUAGE POLICIES IN AFRICA

3.1 Introduction

This chapter assesses how the African continent manages multilingualism in education. It concentrates on postcolonial education in Africa, and discusses the role of language in education in reproducing power structures between dominant and dominated groups in society. Furthermore, it looks at the initiatives that have been taken by different international and local language associations, language boards, Ministries of education, governmental and institutional policies, institutions and organisations, both governmental and non-governmental on issues related to language in education, particularly African languages. It seeks to examine how education is affected by what is happening globally and how multilingualism in Africa is conceptualised within the framework of educational change. The main focus is to unpack these initiatives and look at how the practices of society informs what the universities are supposed to be doing in order to support the socio-economic value and role of languages as part of the economy. The chapter concludes by introducing the SANTED Multilingualism Projects and their role in implementing multilingualism in South African higher education.

3.2 Motivating Factors for Multilingualism in Africa

Wolff (2006; 2016) points out that Africa should embrace multilingualism and not take it as a problem. He states that:

The peoples of Africa should feel encouraged to accept for themselves that it is better to develop one's strengths than try to compensate for one's weaknesses, which – with regard to the politics of language and education – would mean to proudly exploit and expand on the inherited patterns of multilingualism so widely spread in Africa rather than obediently copying the purported monolingualism that appears to characterize the home country of the former colonial power. The challenge for Africa and the Africans is to finally escape from the traps of colonialization (Wolff, 2006:173)

As indicated earlier in this work, multilingualism is a normality in Africa; in fact it is gradually becoming a normality globally. It stands to reason, therefore, that Africa should embrace its diverse nature even though it is perceived and appears as if it a complex linguistic phenomenon. St. Clair (2001:102) puts it appropriately when he says, “Just as in biology, diversity is the norm, so it is with language: multilingualism is the norm”. In Africa there are very few countries where the majority of the people speak mostly the same indigenous language, these are countries like Botswana (Setswana), Swaziland (SiSwati), Lesotho (Sesotho) and other countries like Burundi and Somalia.

The African continent has some 2 035 indigenous African languages, with some countries having multiple indigenous languages within their borders (Heine & Nurse, 2000:1). In this case, it is not strange to find a situation where, in growing up, a child acquires a language spoken in their locality, and acquires another indigenous language that is, maybe, an indigenous lingua franca as in the case of Kiswahili in Tanzania and Kenya. When the same child enters school they are then introduced to an international language, which is eventually used as a language of teaching and learning at some point in their education (Bamgbose, 1991:62-92). Even though this is the case after independence and democracy in many African countries, Africans still follow a mostly neo-colonial approach, seeing English, French and Portuguese as languages that underpin the economy and education (Wolff & Altmeyer, 2013).

The diversity in the existence of so many languages in Africa, their right for survival as well as their further development, especially their use in the education domain, represents a matter that requires attention from a political perspective and it requires attention from African leaders. Webb and Kriel (2000:20) argue that linguistic diversity is valuable in itself and offers non-material benefits that are often disregarded because they are not noticeable. People’s diversity should be seen as a strength rather than unrealistically holding on to homogeneity as a way forward. As stated in Chapter 2, multilingualism is widely perceived as a problem in communication, governance and education although there are mounting views supporting the importance of such in human nature, particularly in the domains above. The scholars that view diversity as a problem see it as a communication barrier and believe that it generates conflicts and tensions. They perceive diversity as a major obstacle in formation of unity and that managing these languages is problematic and costly. European languages have emerged as the

winners in this respect in that they are viewed as languages of wider communication and languages that could be used globally. Therefore, linguistic neocolonialism still prevails.

Even though the benefits of multilingualism in Africa, especially in education, are gradually convincing even to cynics, the benefits of multilingualism, to both host nations and the 'immigrants', as a result of globalisation are increasingly used to motivate for multilingualism in African contexts (Wolff & Altmeyer, 2013). Globalisation, according to the Collins dictionary (1991:656), "is a process that creates international expansion and, as a result generates improved communication and interconnectedness." Because of the international effect it also enhances interdependence among states and global players. Globalisation is not only perceived in a positive light as per the definitions above but there are other scholars who highlight the negative impact of globalisation. Blake (2005), for example, stresses challenges rather than the opportunities globalisation carries. He expresses the interdependence views in terms of the dominance of multi-national corporations and the destruction of cultural identities.

Alexander (2002) when examining the two schools of thought points out that when the negative currents of globalisation are challenged with analytical and practical tools of capitalism, people would not be able to go beyond "practical adjustments to the current hegemonic order" (ibid.). Globalisation has been one of the fundamental driving forces in compressing the world and making it look smaller and more accessible to diverse nations. Mazrui (2001) perceives globalization as a process that is both historical and socio-cultural. As a historical and socio-cultural concept, globalisation is thus perceived as the movement of people, language, ideas, culture and products around the world (Mazrui, 2001).

In order for the different nations to be able to work together there needs to be a means of communication that could enable everyone to have access to economic activity as well as indigenous knowledge systems of the world. For most countries the simple solution for the communication amongst diverse language groups has been the use of European languages and to the detriment of indigenous languages. The choice of the European languages as languages used for international communication has been by default because of colonialism and association of European languages with civilisation (Alexander 2013; Wolff in Wolff & Altmeyer, 2013:13; Wolff, 2016). Since civilisation is associated with European knowledge

systems and access to economy, education has been leaning more towards monolingualism in the hope of gaining access to the economically dominant languages. Skutnabb-Kangas (2000) describes the consequence of globalisation as phenomenon of ‘linguistic genocide’. She goes further by saying the linguistic genocide has resulted in a hurdle, which stands in the way of the promotion of multilingualism in Africa and the sharing of African knowledge systems with the rest of the world.

The overrated attitudes towards the previously advantaged European languages has led to even more prestige for the ex-colonial languages but to the detriment of African languages which had been inhibited especially for use in learning in further education and in the development and knowledge creation. In a survey commissioned by UNESCO in 2004, it was established that only 176 African languages are used in African education systems, and generally in basic education, only 25 per cent of the languages used in secondary education and 5 per cent in higher education. Even in that case, sadly, only about 10 to 15 per cent of the population in most African countries are fluent in the European languages (UNESCO, 2004:8-9).

Literacy is viewed against a colonial perspective with a few African elites regarded as literate according to the colonial standards. The control by colonial languages denies the majority of Africans access to knowledge, and hinders them from participating in national politics and the decision-making process. It decelerates national integration, growth and development and creates insecurity and a sense of inferiority among those who have to function in the foreign language of the ruling elite. According to Bamgbose (2011:1) the cause of the truncated status of African languages as well as factors that affect the role of African languages are, “colonial legacy, negative perception of multilingualism, language development status, national integration, modernization and economic development, globalization, negative language attitudes, and defective language planning.”

According to UNESCO (2010) there are “objective, historical, political, psycho-social and strategic reasons” to justify the nonuse of African languages in African countries especially in higher domains. The justification of their nonuse also incorporates their colonial past and the complications related to globalization, which in the true sense obscure the political motives of domination and hegemony. Most of the African countries choose colonial languages as the languages for education and official purposes because of economic and political reasons.

Lodhi (1993:80) points out that in Africa, 19 countries have English as their official language, 22 have French, 5 have Portuguese and 1 has Spanish, 7 countries have Arabic as an official language, “and in several countries an African language has been chosen as the first or second official language together with a metropolitan language, e.g. Amharic in Ethiopia, Swahili in East Africa, Somali in Somalia and Chichewa in Malawi, together with English.”

Prior to colonialism in Africa the diverse languages were not a hindrance to access to knowledge and the languages were used successfully as modes of communication for meeting a variety of societal needs. In a document prepared by an advisory board of the Minister of Education on the development of African (indigenous) languages as mediums of instruction in higher education it is pointed clearly that being multilingual was not a handicap rather it was an asset before the advent of colonialism.

As the sole mediums of socialisation, indigenous languages coped more than adequately with facilitating communication about all relevant topics, not only internally within integral societies but also across the boundaries internal and external to the respective language communities. Traditional societies with their indigenous knowledge systems were able to accumulate knowledge and to interpret it across critical areas of knowledge, such as astronomy, medicine, philosophy and history, and then passed this knowledge on to subsequent generations through language (Ministerial Committee, 2003:7)

Bamgbose (2005) points out that there is a belief that the African languages are not capable of being used in high domains and cannot cope with academic concepts and scientific language. This is nullified by the history of African languages, which acknowledges the knowledge of concepts referred to by the Ministerial Committee (2003). Almost in all the African States the language that is used for higher domains is the colonial language, for example Portuguese in Mozambique, French in the Ivory Coast and English in Nigeria and Ghana. These states function in the languages regarded as international languages that were inherited from colonial powers. In these states European languages are still largely the most privileged, and those who speak these languages are elevated into an elite status. Phillipson discusses the dominance of English and French and states that:

The continued dominance of French and English in independent African countries indicates that these countries have inherited the same type of legacy. This is a legacy of linguisticism in which the colonised people have internalised the language and many of the attitudes of their masters in particular their attitudes to the dominant language and the dominated languages (Phillipson, 1992:128).

The knowledge that people of these countries are supposed to possess is often accessible through these European languages. Prah (1995:166) concurs with this idea when he states that as the colonial system in Africa grew from its history of missionaries who divided the educated (those who knew the colonial language and European religion) from the uneducated (who wanted to keep their indigenous ways), the education system served to reinforce the colonial-language-speaking African elites. The indigenous knowledge was therefore superseded by the external knowledge and people put more value to this attained western way of thought. Generally, those who are competent in the European languages have a greater potential for upward social mobility and political voice than those who are only knowledgeable in their indigenous languages.

In his keynote address for the meeting on the Implications of Language for Peace and Development (IMPLAN) at Oslo University, Prah discusses the role of the missionaries on language use in education by stating that:

The missionaries concerns have not been the achievement of African literacy as an end in itself, but rather literacy as a facilitator for, in the first instance, evangelization, and secondly, towards the amelioration of the human condition. Their partners in this quest were the colonial administrations. And indeed, from the early years, colonial governments left native education in the hands of the missionaries (Prah, 2008:6).

This is one of the reasons why in Anglophone, Lusophone and Francophone Africa, education is regarded as a tool of which the function is to transmit knowledge to the supposedly perceived unknowledgeable people of Africa. This functionalist approach is used to justify English-medium or French education as the valid, acceptable choice “because of its global status, because of its wealth of publications, because of its 'affinity' with the inherited school

system” (Mazrui, 1997:35). According to Prah (2009:88), in educating the Africans the French were “systematically impairing not only the African language to the African” but to also wipe away the “cultural and national identity of the African”. This therefore resulted in the Francophile elites who identified themselves with French.

In most of the African countries the indigenous languages are not used for meaningful education. This is a system that is hardly found in the rest of the world since the European countries use their mother tongue whereas African countries are using the same European languages in their education instead of their African languages. There is a recognisable difference between those countries who were colonised by the French and the Portuguese and those that were colonised by the British in the way they use indigenous languages in these countries. The French and Portuguese colonised the African countries as well as assimilated them into their own culture in a way that made these countries to use their own African languages the least, especially in Education. These European languages have much more prestige as they are seen as languages of social promotion. The countries that were colonised by the British although they also use the English language for official purposes still recognise the indigenous languages as languages that could be used for education especially at primary level.

The multilingual nature of these countries as indicated in chapter 2 has been seen as being a problem and the solution was therefore to use the languages of wider communication since the European languages are seen as global languages. Instead of alleviating the language problem the leaning towards European language has created a greater problem where the majority of the people in the African states do not have access to these languages. Mostly the highly educated people or those who have been immersed in these languages are comfortable with the use of the foreign languages. In the whole of Africa, exoglossic languages have become the languages of power, with the exception of Tanzania where Swahili has been developed as a national language (Kaschula, 1999). Most of the African states have had to have interventions that could bring about workable solutions. The African countries have therefore embarked on formulating policies that could alleviate the language problem. Maseko (2007:7) succinctly point out that:

Countries emerging from years of exploitation and destruction of one form or another, often undertake a process of social renewal by formulating policies that seek to reconstruct a new nation. Often indigenous systems that had been undermined previously are affirmed and empowered through these policies.

Citing Batibo (1992:85-88) Maseko (2007:8) makes an example of the Tanzanian situation whereby the country's first democratic President Nyerere "developed Kiswahili as a national and official language of administration and education" as a way of rebuilding national unity and identity and this language is now one of the well-developed African languages. Even though there are those countries who have tried to promote their languages the majority of the African languages still are not well equipped to deal with academic discourse. The policies have been formulated to deal with the promotion of African languages but the implementation thereof is still the major challenge. On relaying the complexity of the language problem in Africa (Gadellii, 2004) states that:

Almost half (48 per cent) of Sub-Saharan African countries have an African language that is spoken by over 50 per cent of the population as a mother tongue. With the additional secondary speakers sometimes at mother-tongue proficiency level, the proportion increases to more than two-thirds (67 percent). Sixteen of Africa's shared cross-border languages have more than 150 million speakers.

With the number of speakers of African languages it is an oddity that almost in all of Africa for higher status domains the languages used are the European languages. The indigenous languages have been used for low domains related largely to cultural aspects after colonisation. This has been done without taking into cognisance the kind of educational indigenous knowledge lost.

Neville Alexander (2006:15) in his paper for the European Centre for Modern Languages (ECML) raises the following pertinent points on the importance of multilingualism in Africa:

- biocultural diversity, including, naturally, linguistic diversity, is essential in order to ensure the survival of the human species on planet earth;

- a policy of functional multilingualism in the workplace maximises economic efficiency and productivity and has incalculable cost-benefit advantages over a policy of dominant-language monolingualism in the workplace in multilingual settings. In this context, it is important to state that it is not so-called monolingualism but, in fact, high levels of literacy, regardless of the number of languages involved, that characterise the most successful polities in the era of the “knowledge society”;
- without a democratic language policy involving the use of first or home languages as widely as possible in all spheres of society and economy, democracy remains a dead letter in linguistically diverse societies, since participation in decision-making processes tends to be confined to elite layers with proficiency in the dominant languages or varieties;
- mother-tongue or, in some circumstances, mother tongue-based bilingual education is the most effective method of educating the young. This fact has added importance in the present context since we know that children can learn to read and write two (and, in individual cases, even more) languages at the same time. Given our commitment to mother tongue-based bilingual education, research on biliteracy is one of the most urgent priorities for enhancing the possibility of realising the goals of promoting and maintaining linguistic diversity and spreading literacy skills as widely as possible;
- since language, specifically the language(s) of primary socialisation, is one of the main pillars on which individual and social identities are founded, depriving a person of the free and spontaneous use of his or her mother tongue constitutes a violation of a fundamental human right and any systematic denial of the exercise of this right by tyrannical or *laissez-faire* regimes can lead to serious civil conflict.

The benefits of multilingualism as stipulated in a report by the European Commission entitled *The Contribution of Multilingualism to Creativity* (2009) advance beyond the social ones. In research done on neurosciences it has been proven that multilingualism leads to superior memory function, especially short-term memory. Language is said to exercise the brain, which can result in impacting on cognitive function. The result of this could be high performance in

concept formation skills and abstract thinking skills. Exercising the brain by learning a language can also slow down age related mental weakening and help the brain to resist neuropathological damage (Marsh, 2009). Even though benefits to multilingualism have been revealed implementation of multilingualism has been very slow (Alexander, 2006). Most of the policies to promote multilingualism in Africa are advanced but they have been just on paper since as soon as policies have been finalised the theories are not translated into practice.

3.3 The role of the African Union (AU) in promotion of multilingualism

The OAU is an organisation that was established in 1963 in Addis Ababa, Ethiopia, which is also its base until today. Its key objectives were political in nature and they were also to examine the socio-economic advancement of the continent. It consists of 54 countries and in 2017 Morocco was readmitted to what is now known as the African Union (AU). Its members are the heads of states and government. Even though these countries have diverse populations and thereby cultures, the OAU was initially meant to encourage unity of the African States as well as promote human rights and eliminate all forms of unfair colonial acts in Africa. OAU, in its founding documents adheres to Pan-Africanism which is an African ideology of continental unity. Because of globalization which was mentioned in the introduction there has been the formation of continental or regional organizations all over the world that would provide a common and united response to counteract the hegemony brought forth by European globalization effects. According to Hoppers (2002:15-16),

If development is endogenous, then people are the subject. They are not trapped in the cold condescending gaze of the rich upon the poor, because endogenous development begins at the point where people start to pride themselves as worthy human-beings inferior to none and where such pride is lost, development begins at the point where this pride is restored, and history recovered. Yet the confluence between modern scientific knowledge, wealth and power continues to privilege the exogamous model of development. It cannot be said enough that rural people's knowledge and modern scientific knowledge are complementary in their strengths and weakness. Combined they can achieve that which neither would alone.

While Hoppers's argument is true, a lot still needs to be done to promote and shift the African languages away from functioning in restricted domains. Bamgbose (2011:6) points out that "there are several different motives for advocating enhanced roles for African languages and these may be ideological, nationalistic, political, economic, linguistic, educational, etc." In locating the language debate within the work done initially by the Organisation of African Unity (OAU) and more recently the African Union (AU), it is recognised that education is one of the driving forces behind development in Africa. It acknowledges that higher education is a critical vehicle to access of information and thereby knowledge.

In his speech, which was quoted in *The Guardian* (2005) the former President of Nigeria, Olusegun Obasanjo, pointed out that the main purpose of the African Union, "must be the unity of all Africans and peoples of African descent in the Diaspora. Such unity is merely a means to the ultimate goal which is the development and transformation of our people and continent". The kind of unity needed was to stimulate a consciousness of building a unified force for African people that would have its basis in the fact that they share the same history. The African people had to be a united force that could eradicate the marginalization that came with using a language and culture foreign to the people of Africa. It was foreign to Africans in that the people of Africa were to operate in a foreign culture with different social, economic and political systems, which were imposed on them and which had rules and regulations that were not planned by them.

In 1963 the OAU formulated a charter that stipulated that the working languages of the OAU and all its institutions shall be, if possible African languages as well as the colonial languages which are English and French, Arabic and Portuguese. This was a critical initiative of empowering African languages and their use as working languages. Although the charter was created, its existence was not noticeable as Africa continued in conforming to the traditional ways where unity and power was still experienced through foreign exoglossic languages. This means that across the African continent the thought continued that the international languages of wider communication which were Arabic, English, French, Portuguese and Spanish, were the only means for upward economic mobility (Ouane, 2010).

In 1986 another meeting by the OAU in Addis Ababa was held at which a “Language Plan of Action for Africa” was assumed. This Meeting was called for all Heads of States that are members of the OAU. The OAU, through its “Language Plan of Action for Africa” had deliberated on the idea of making African languages official languages to be utilised as working languages at national, regional and continental levels. It was agreed that each OAU Member State formulates a language policy that acknowledges the indigenous languages and perceives them as an essential part in socio-economic development and consequently the much spoken about African Renaissance (Diop, 2000; Mbeki, 1998; Alexander, 2002). The African Renaissance is actually the revitalisation of Diop’s concept of 1946 by former President of South Africa, President Thabo Mbeki which when first conceptualised was chiefly based on culture and development. President Mbeki is the one who mostly popularised this concept in 1996 before his term of office ended in 2008. His main aim was that the continent ought to have pride in being African and to overcome the challenges confronting the African continent (Wolff, 2003; Wolff, 2016).

The OAU was also guided by the 1981 meeting of experts on “the definition of strategy relating to the promotion of African Languages” which in its conclusion indicated that all the countries involved in the deliberations articulated a political will to advance the African languages in the fields of education, culture, information, training and communication (UNESCO, 1981). The conclusion also points to the fact that there is a problem in the use of African languages as languages of scientific and academic advancement since these languages are not being fully utilised even in the sub-Saharan countries where African languages are officially used. The main achievement of the OAU was the maintenance of peace and security on the African continent where there have been major disagreements in the interests of these countries. So far the language problems still exist as even though the mandate of the OAU in the 1981 meeting was on the promotion of African Languages to date not much change has happened to elevate the status of these languages.

As pointed out in the introduction the problems of the use of African languages as a tool for Africa’s advancement are a product of colonialism since in the yesteryears despite the complex nature of the country’s multilingualism, a scale of communication networks existed through

social, economic and military contacts. This facilitated communication and developed individuals with multilingual abilities. Abdulaziz points out that,

The scramble for Africa and its eventual arbitrary partition created geographical entities that completely ignored ethnolinguistic realities in most cases. At one extreme, for example, are relatively small areas such as Cameroon with more than 100 languages, while at the other extreme there are countries with one predominant mother tongue, such as Botswana, Burundi, Lesotho, Rwanda, Somalia, and Swaziland (Abdulaziz, 1991:183).

Even in these countries, most people are likely to be multilingual, and they would be speaking at least one African lingua franca and a European language. The language plan of action for Africa indicates that Africa needs to assert its independence and identity in the field of language (OAU Language Plan of Action, 1987:2).

That the adoption and practical promotion of African languages as the official languages of the state is dependent primarily, and as matter of absolute imperative, on the political will and determination of each sovereign state;

The African Renaissance calls for a deeper understanding and greater resort to African indigenous knowledge systems, values and wisdom. This means that this is the way to read the world and participate in the sharing of knowledge and use of technologies. Furthermore, this serves to open up new paths and ways of living based on age-old traditions and thought which are brought back into contemporary reality in order to be made relevant once again. This could be done through integration of new knowledge to the already existing intellectual theory of knowledge and reading the world from an African point of view (UNESCO, 2010). It is through African languages that the knowledge systems of Africa can be dispensed to the rest of the world. Africa is claimed to have most of the world's languages but none of them do what they are supposed to be doing, resulting in the option for monolingualism being seen as a solution (Fardon and Furniss, 1993).

In fact as already mentioned in the introduction, the African states are mostly characterised by dependency relations between them and the colonial languages of power which are English, French and Portuguese. Van Rinsum (2001:131) emphasises this notion by pointing out that, those who brought Western education to Africa planned, in the case of the missionaries, primarily to make the population more agreeable to religious conversion, or, in the case of the government, to “mould the population into a shape useful to the authorities.” This resulted in the neglect of the indigenous languages on the continent. The status quo of marginalising African languages has continued from close to two centuries ago to date. Prah argues that,

As colonialism in Africa matured, so also did the entrenchment of language policies and practices which elevated the position of colonial languages as languages of instruction. As compared to the British, the French from the start, tended to be very partial to the use of French as language of instruction, from the earliest age of schooling. We are informed that; The Belgians had always stressed the necessity for a broad basis of elementary instruction in the vernacular and by 1954, for example, the percentage of the total Congolese population in schools was 9.4 per cent as against 4.5 per cent in British territories and 2.7 per cent in French areas (Prah 2008:7).

Okombo (2000:43) specifies the direction that the indigenous African languages seem to be taking and solutions to be undertaken when he suggests the following points related to the use of languages on the continent:

- Modern development relies heavily on knowledge and information;
- African countries rely significantly on foreign sources of knowledge and information, especially in the areas of science and technology;
- The knowledge and information comes to Africa through international languages which are not indigenous to the African continent;
- For development ideas to take root in Africa and benefit from African creativity, development activities must involve the African masses, not only the elite; and

- The goal of involving the African masses in development activities cannot be achieved through a national communication network (including education) based exclusively on non-indigenous languages as is presently and most widely the case.

As the proponents of African unity, OAU used the ‘top-down approach’ to develop a sense of common identity and mutual obligation to the people of the African continent. They regarded language and culture as one of the means that could fast-track the economic and political development where the people of the continent could see unity in diversity as a strength rather than a hindrance. Using the indigenous languages and their knowledge systems could in a collective way promote and uplift the continent without the current extensive reliance on European knowledge to the expense of African growth. In their opening statement in the AU *Second Decade of Education for Africa Plan of Action (2006 -2015)* it is proclaimed that:

The African Union has a vision of an integrated, peaceful, prosperous Africa, driven by its own people to take its rightful place in the global community and the knowledge economy. This vision is predicated on the development of Africa’s human resources. Education is the chief means by which Africa’s citizenry are prepared for their respective roles in the attainment of this vision. Africa entered the Millennium with an education deficit at every level, formal and non-formal. Conferences of Ministers of Education have continued to reiterate the need to increase access to education, improve quality and relevance, and ensure equity. Education is a critical sector whose performance directly affects and even determines the quality and magnitude of Africa’s development (AU Plan of Action, 2006:1).

Adogamhe (2008:2) points out that AU realised over time the complications entangled in creating continental unity and development in an increasingly globalized world. Although there have been several meetings by the AU as well as discussion about the languages of the African continent and their neglect in pushing the advancement of the African nation, there has not been considerable achievement in the development of African languages. They are mostly used for social activity rather than for high domain usage. The lack of intellectualisation of

these languages prevents them from having more functional value. The major constraint is that the speakers of African languages have a belief that education can only be a success for African language speakers if it is done in a colonial language. Because of the failure of the AU in the promotion of African languages other organisations were created in order to solely look at the language issues and how they could induce growth in Africa. An organization like ACALAN was therefore developed to advance the undertakings of the AU associated with empowerment of African languages and to make them valuable resources and recognised as a national heritage for Africa.

3.4 The African Academy of Language's (ACALAN) as a facilitator of multilingualism

ACALAN is an organization of the African Union, which fosters Africa's integration and development through promotion of the use of African languages in all spheres of life in Africa. It is delegated by the AU to manage language policy and planning on the continent and advise member states in this domain. ACALAN is also supposed to encourage affinity and cohesion amongst Africans. It is meant to facilitate and reinforce implementation of language policies as well as linguistic cooperation between African states. One of its major objectives is to encourage functional multilingualism of the African languages including the colonial languages that are used as official and international languages by the African states. In presenting the launching of the activities of ACALAN Bamgbose (2012) mentioned that almost all discussions on the status of African languages indicate the need for "revalorization of our indigenous languages." He therefore points out that Africa has tried investing in African languages through the undertakings of organisations such as UNESCO and the OAU. He remarks that these have been done through international summits such as, the OAU Language Plan of action for Africa 1986 and the Harare Declaration 1997. He also proclaims that in almost all the conferences related to African unity the same themes unfold which are that mother tongues of the learners should be used as languages of teaching and learning as these languages help in the transition from home to school.

Other subjects that come out are that African languages should be used as a foundation in the formulation of language policies and the indigenous languages ought to be developed so that they can be used "in a wider range of domains, particularly in education, mass communication,

legislature, and technology.” Languages by which thought and feelings can be conveyed and which can be used for economic and social development should be adopted as official and working languages. The foreign languages should not be abandoned, but should work together with the African languages by promoting additive bilingualism. The major problem in most policies of different organisations (ACALAN, UNESCO and UN) is an implementation plan that is not followed through. It is therefore the mandate of the organisations and the government to see to it that resolutions on language passed at the language planning meetings be monitored and an implementation plan should be one of the outcomes. As an institution of the AU, Bambgose (2011:11) stipulates the functions of the ACALAN in pointing out that:

ACALAN is one continental institution whose activities cover the entire continent as well as regional and national structures. When its organs are finally fully established, it should serve as a catalyst for empowerment of African languages, much in the way as UNESCO has done for mother tongues in the world.

Since the plan to promote African languages had not yielded tangible results, one of the major objectives of ACALAN is to empower and foster the development of all African languages. ACALAN’s implementation plan of the African languages policy is to use language professionals in uplifting these languages. In this case higher education institutions are key in the fulfilment of ACALAN’s mandate (ACALAN 2006).

The concept behind the formation of ACALAN is to address the perceived inadequacies of existing practice by adopting a two-pronged approach. First, at the continental level, ACALAN will serve as an apex body generating ideas, translating policy decisions into workable plans and providing a reservoir of expertise available to be tapped by member states of the African Union in the formulation and implementation of their language policies. Second, at the sub-regional and national levels, there will be a grassroots approach through the setting up of a language commission for each language. (MACALAN 2001 in ACALAN 2006).

Even with all the plans of the AU as well as ACALAN in place the empowerment of African languages has not necessarily filtered through in the education system especially at tertiary level. To say the least African languages are not even used as working languages in the AU

and its institutions although this is one of the clauses in the AU and ACALAN's policy documents. ACALAN, in promoting African languages is of the view that these languages should be on par with the already advanced colonial languages. It advocates additive multilingualism with European languages regarded as partners to African languages since the European languages are already part of the linguistic repertoire available to educated Africans. This poses a challenge to education institutions, which have to use the African languages as languages of teaching and learning as well as in research. It is therefore important that all stakeholders view multilingualism as a tool that could promote the use of African languages. There should always be a plan that is followed by a clear implementation strategy that can easily be followed and executed. Increased use of African languages as vehicles of instruction at all educational levels should be encouraged.

3.5 The Choice of languages for education in the Southern African Development Community (SADC)

The language policies of Africa, as pointed out in the first section of this chapter are mostly influenced by the use of European languages, either as official languages or languages for use in higher domains. The hegemony of European languages has not necessarily changed even though most African countries are now independent of colonial rule. Most African governments have policies that recognise the importance of using indigenous languages in education. The official attitudes of governments are generally sympathetic towards multilingual education (Crystal 1992:366), and they recognise that there is a greater need for using mother tongues especially in primary school. Many other African scholars such as Bamgbose (1976), Mazrui (1997), Alexander (2000), and Obanya (2004), to mention but a few encourage the use of mother tongue in education, particularly in the first three years of primary education.

Research on language in education has shown that mother-tongue-based multilingual education in the primary education is crucial to escalate learning achievements. Africa's underdevelopment can actually be traced back to insignificant use of indigenous languages in education and other higher domains (OAU 1989; Prah 1998). At this point it is important to look at how a selected few African countries deal with education. This section is going to look

at the Southern African Development Community (SADC). It is going to present four case studies from countries as examples for language use in education, namely Botswana, Mozambique, South Africa, and Tanzania. Most of these countries have been weaned from the colonial rule in the recent years of 1966, 1974, 1994 and 1961 respectively.

3.5.1 Continental context

All the countries on the African continent are multilingual in nature and all the SADC countries were colonised and they have been using European languages as official languages. Four countries are highlighted as examples and they were chosen because although they are geographically in close proximity and share the same history of being colonised they now use different education approaches. While the choice of which countries to include is somewhat arbitrary, for this study it was not feasible to compare all SADC countries and to provide sufficient detail for each one. Since independence all these countries have new policy and programme directions, but there is an enormous gap between the policy stated in the governmental documents and the implementation of language and education policies (UNESCO, 2011).

The resolution of many African countries to utilise colonial languages was because of the search for an ethnically neutral language. Multilingualism was seen as favouring multi-ethnicity and as a result it was as though it was operating against the preferred national unity. At the same time it was feared that choosing a single local language as a national language was likely to produce another kind of inequality (Blommaert, 2001:131). Baldauf and Kaplan point out that while language-in-education is widespread across the political arena of SADC, it is evident that:

- Language-in-education policies are rarely anchored in national language policies;
- Language-in-education policies are frequently ad hoc and sometimes driven by market forces;
- Language-in-education policies are subject to sudden and radical changes in direction in accord with unstable political agendas, and

- The general condition of language-in-education policy is often fragmented and frequently simply ineffective –even wasteful of resources (Baldauf and Kaplan, 2004:11)

Baldauf and Kaplan (ibid.) indicate that the failure in the implementation of language in education policy causes lack of development in a country as language and communication are two of the most important factors in the learning process. The Global Monitoring Report on Education for All in 2005 (UNESCO, 2004) highlighted the fact that worldwide the choice of the language of instruction and language policy in education is critical for effective learning. In a study on quality of education in Africa that was done by the Association for the Development of Education in Africa (ADEA, 2004), it was clearly proven that language is one of the most important aspects in education. Although that is the case, even with declarations and recommendations mentioned in 3.2 above concerning the AU or ACALAN, as well as other similar organisations, most African countries continue to use the former colonial language as the primary language of instruction and governance. There are very few exceptions, for example Tanzania, which is one of the countries that has been successful in the implementation of its language policy.

3.5.1.1 Tanzania

Even though Tanzania is a multilingual country it has two official languages, which are English and Kiswahili. These two languages might not be the first language of a Tanzanian, but each individual has to learn these languages as they serve two different purposes in the country. English provides Tanzanians with the ability to participate in the global economy and the language of higher education. Kiswahili functions as the language of the social and political sphere as well as basic education. The National Kiswahili Council estimates that 99 percent of all Tanzanians speak Kiswahili at least as a second language (Brock-Utne, 2005). Similarly to South Africa, education was introduced to the Tanzanians by missionaries (Protestants and Catholic) who wanted to impart literacy so as to spread mission teaching and to generate skills for manual labour required for mission development.

Before colonialism education across ethno-linguistic groups was not necessary until the advent of Western education, when formal schools were introduced and children who spoke different

languages were often placed in the same classroom. The German government introduced schools as they were interested in educating a few Africans who would take up professional posts to help with interpreting, policing and clerical jobs while missionaries were concentrating on moral and character training. German missionaries opened schools everywhere in Tanzania and worked on the development of orthographies and texts in Tanzanian languages (Polome and Hill, 1980:262). Although the easy way for the colonisers to deal with the multilingual nature of the classroom was to use the European language, Kiswahili prevailed since it was widely spoken and was able to bridge the linguistic gaps. Kiswahili is used in the first seven years of school as medium of instruction and tertiary education is carried out through the medium of English (Brock-Utne, 2005).

Tanzania is a good example of a country which has been able to use an indigenous language beyond low domain function, by making Kiswahili an official language, which is on par with the European language. The success of Tanzania in the implementation of its language policy is as a result of erstwhile President Nyerere who took it upon himself to promote an indigenous language as a national language which clearly functioned in the higher domain (UNESCO, 2011). In the declaration of Tanzanian policy, Nyerere delivered a language education policy, which reflected socialist philosophies and socio-cultural heritage. Nyerere's plan was for the introduction of an 'education for self-reliance'. He believed that national languages were the ones capable of promoting national unity as he pronounced a national language policy, which promoted, systematically, Kiswahili as Tanzania's official language of administration and education (Arusha Declaration of 1967 in UNESCO, 1994:249).

Even with the rise of Kiswahili, English was maintained and taught as a subject after the third year of primary school. At secondary schools the reverse happens where Kiswahili is taught as a subject in secondary schools, and it becomes an optional subject at the tertiary level (Brock-Utne and Hopson, 2005). The main objective of the change in higher levels of education is because of globalisation factors. Seemingly with even the advancement of Kiswahili, this language has not been utilised fully to such an extent that it is used as language of learning and teaching as well as for research in higher education. There is therefore a noticeable communication gap between the formal education system and its social environment.

3.5.1.2 Mozambique

Similar to most African countries Mozambique has high levels of linguistic diversity, since not more than 50% of the population speaks the same language. As a result there is no Mozambican language that has majority status at national level. The largest language group is Emakhuwa, which comprise 24% of the Mozambican population (Lopes 2004:156). This is a country that was colonised by the Portuguese and as a result this is the official language of the country. The colonisers had gone as far as punishing missionaries who used African languages in education. This action resulted in Portuguese being accepted as the official and national language of Mozambique as there was no alternative. Portuguese has also been chosen as one of the languages for the SADC communication. Portuguese was adopted during the armed struggle for independence waged by FRELIMO (Mozambican Liberation Front). It was reserved as a bridge in the face of inter-regional barriers to communication. Although it is a minority mother-tongue language, Portuguese is still the language of power. The indigenous languages are seen as lacking the capacity for expressing ideas in official domains as Portuguese is seen as the language of civilisation. This has as a result created an attitude of dependency by the speakers of indigenous languages on European languages for high domain functions. The indigenous languages are used mostly at regional level for social purposes while Portuguese is the medium of instruction from grade 1 onwards. After 2003 primary level curricula were changed. In this case, the mother tongues were included in formal education since majority of the children do not have Portuguese as their first language at the primary level.

Portuguese continues to be the language of the elite who are found in the urban areas while the African languages are the language of culture and identity mostly found in the rural areas. Portuguese is a language that is formally acquired and a language that creates social distance and education as associated with the colonial language. English and French are also taught as subjects from grade 8 for English and from grade 11 for French. The African languages offered at tertiary level are Emakhuwa and Xichangana, and Shangaan being a cross-border language with South Africa. English is favoured for upward mobility and is gaining strength as more and more learners want to gain access to the global language which offers jobs. It is therefore not surprising that English is taught as the first additional language and there has been growing

tensions between the use of English and Portuguese. English is also a compulsory subject at university, which is termed, 'English for Academic Purposes' (Lopes 2004:156). With even the rise of English, Portuguese is still regarded as the language for national unity and has official status and no national status, while indigenous languages are symbols of ethno-linguistic identity as well as for socialisation. Even though that is the case, Lopes (2004:185) states that Portuguese is a language that has been embraced by the Mozambicans to such an extent that she maintains it has evolved as a naturalised variety, which has adapted to the local realities.

3.5.1.3 Botswana

Botswana is one of the countries in sub-Saharan African that does not have dense multilingualism or multiculturalism. It is a country that shows a degree of linguistic homogeneity and it shares this quality with countries such as Lesotho, Swaziland Somalia, Burundi and Rwanda. Although this country is seen as having one major language there are other minority languages, which are sometimes regarded as dialects in this country. Batibo (2005) pronounces that there are about 28 languages in this county but the main language spoken is Setswana that is spoken by 78% of the population. Setswana is therefore the lingua franca as well as the national language of the country. Other indigenous languages are regarded as just tribal languages that are used for social purposes by certain tribes. It should be noted that although Setswana is spoken by the majority of the people and that this is a language that holds both a national and lingua franca status it is a not an official language in Botswana as English is the sole official language in this country (Nyathi-Ramahobo, 1999).

As with all the other African states Botswana was a colonised country. It gained its independence in 1966 and was led by Chief Seretse Khama. After being elected into power, Seretse Khama sold the idea of a monolithic state to the international community. His leadership style promoted that the country should let the English language continue being the dominating language used for higher domain. English then became associated with the elite and with being educated. He viewed those who wanted to assert their ethnic identity and the use of their language in education as disruptive and regarded them as getting in the way of peace and prosperity (Nyati-Ramahobo, 2000). Nyati-Ramahobo (2004:44) states that "the language planning processes in Botswana are influenced by an orientation which views

language diversity as a problem, a reversal or negation of democratic gains, a threat to unity, social harmony and to development.” Nkosana (2009:11) argues that, “the ruling elite has used English as the power tool of inclusion into or exclusion from further education, employment/economic, or social position and Setswana as a tool for national unity.” Even though English is the highly recognised language in the country, it is nevertheless spoken only by about 35% of the people of Botswana.

After independence there was no clear policy regarding the medium of instruction at schools. Other indigenous languages that were used during missionary education like Ikalanga were banned and English was used as a subject from grade one and as medium of instruction from grade two to matric. The other local languages are not even recognised by the government and so they have not been developed at all. As a result some languages do not even have an orthography. Setswana was therefore used as medium of instruction from grade 1 to 2 to alleviate communication problems from children entering school. Although that is the case it is still not developed for use as a medium of instruction beyond lower primary (Nkosana, 2009).

English in Botswana has developed quickly and it is firmly entrenched. Instead of allocating resources to the indigenous languages more effort has been made to improve the teaching and learning of English. English is therefore the language of education and wider communication, especially at secondary and higher levels while Setswana is taught as a subject. For one to gain access to university he/she has to pass English while a degree in Setswana also needs a pass in English since even this indigenous national language is taught in English (Nyati-Ramahobo, 2004:46). It is evident that with even a country like Botswana where the majority of the people speak the same indigenous language these languages are not given a status that is equal or beyond that of the European languages.

The policy formulated sacrifices the language of the majority of the people because of colonial linguistic inheritance. It is a fact that the existence of a policy does not necessarily give assurance that it will be implemented, nor does implementation secure success. There is a difference between the language ideology which is what people think should be done as against language practice which is what people actually do. Language policy efforts may go

beyond or contradict the set of beliefs and values that underlie a community's use of language, and actual practice of language use (Spolsky, 2004:11).

Botswana is a country that does not seem to promote multilingualism but sees English as the sole official language. McGroarty in Tollefson (2002:19) state that “the educational language policies of any country reflect social judgements not only about language but a host of factors, which at first glance, bear no overt relationship to language.” She goes on by adding that “education is probably the most important single factor shaping one's life in advanced industrial society.” If therefore the indigenous language of even a country that has a single language being spoken by the majority of the people is not used for high domain functions, then there seems to be danger of these languages remaining marginalised for years to come. De Swaan, (2001) proposes a system of calculating the value of a language to its speakers and those who learn it. To him languages are hyper-collective goods which are not used up by use but which grow and develop as they are used. From an economic point of view a language is an investment and one that is more valuable the longer it survives and the more other people use it. Personal progress as well as the economic progress might therefore be difficult to acquire, since access to education remains purely in European languages.

3.5.2 The South African national context

As with all the other SADC countries mentioned above South Africa is a multilingual country. The Constitution of South Africa recognizes eleven official languages which are the Nguni group (isiXhosa, isiZulu, isiNdebele, siSwati), Sotho group (Setswana, Sesotho, Sepedi), Xitsonga, Tshivenda, Afrikaans and English. English and Afrikaans are not the indigenous languages, but have been enjoying the status of being official languages even before independence. Even though the nine indigenous languages that were marginalised before democratic South Africa have been given the status of being official languages after independence, they are not equal where their use is concerned. These indigenous languages are still marginalised and they are mostly used for low domain functions. English medium is given preference in education and is being used as a lingua franca although covertly. This reality is evident even in Parliament where there is a tendency to use English more predominantly.

There have been strategies put in place in order to elevate the indigenous languages to be on par with the previous official languages.

Language developments in South Africa, have been somehow a little different from the other SADC countries since language policy in this country has been more overt. According to Heugh (2003:2), “British efforts to Anglicise South Africa in the early years of the 20th century acted as a catalyst for powerful resistance to colonial policy” unlike other SADC countries that were more welcoming to colonial dominance. The result of the covert post-colonial language policy has been to retain the colonial languages in the interest of ‘national unity’ with the exception of Tanzania and Somalia.

Hartshorne (1995:306-7) differentiates between four periods in South African history where language policy decisions were taken based on the positions of power, according to the status of English followed by Afrikaans and then African languages. The distinction had been determined by the political and economic power of those using the various languages. These periods that are described are the pre-1948 period where English dominated both politics and education; the 1948-1976 period where the politics of the ruling National Party emphasised segregation, inequality and ethnicity between black and white, and amongst blacks using language. Afrikaans dominated both politics and education. This gave rise to a full corpus planning and development activities for Afrikaans, which started from within civil society. It was followed by an explicit status planning, which was basically backed by the state after a change in the balance of power in 1948.

Opposition by Afrikaners to Anglicisation developed during National Party (NP) rule which was apartheid. Resistance towards Afrikaans from both the majority African language and minority English speaking communities also emerged. To the indigenous language speakers, Afrikaans came to signify oppressive vertical control. English speakers were resentful of the Afrikaans domination as they were used to the earlier period where Afrikaans was suppressed by the British government for ideological reasons. Malherbe (1925:414) points out that:

The struggle for recognition of the Dutch language and of the principle of mother tongue instruction has had a very long history in South African education ... From the times of finding

of English of Lord Charles Somerset (1822), of the establishment of government schools (1839), of the 1865 grants in-aid-regulation, the Dutch speaking child was at a disadvantage in the school with regard to his mother tongue.

It is also during this time that Bantu education was introduced in 1953 which promoted mother-tongue education but reinforced separate education for people with separate languages. Reddy (2004:9) argues that “The ideological purposes of educational policy under apartheid regime were intended to suit the apartheid social arrangement of society which distributed educational resources inequitably on the basis of ‘race’, its objective was to ‘teach’ subaltern youth that their otherness (inferiority) was ‘natural’”.

Afrikaans was then associated with apartheid since it was the language of the oppressors. Although that is the case Afrikaans in South Africa was developed in order to counter-act English domination but it was forced on the indigenous language speakers who rebelled against Afrikaans in preference to the English colonial language. The indigenous language speakers saw Afrikaans as the language that brought oppression and English as an international language that could bring economic power and access to global rewards.

English, therefore gained momentum even though it is also a colonial language, it was regarded as the language of liberation and the vehicle for ideologies of freedom and independence, and the symbol of liberal values and liberation and one that could lead to accessing the global world. It became the language the majority of indigenous language speakers required by African language speakers. It was the positive light that English was seen in which made African language speakers to rebel against the imposition of Afrikaans as the medium of instruction in African schools in 1976. The Soweto uprising in 1976 was not only a denunciation of Afrikaans but also a rejection of the whole apartheid system (Kamwendo, 2006). It is interesting to note that the revolt against the South African Apartheid regime was brought about by a change in the language use in the education system. This was to lead to unrest, which later became the historical background to the new formation of an all-inclusive language policy.

This saw English rising again and being chosen as medium of instruction in African education after the first five years of schooling. From 1948 to 1994 South Africa was officially bilingual with the two official languages being English and Afrikaans, which were the languages of the minority white population. African languages were promoted in the homelands and government support for languages was directed towards Afrikaans and English (Kamwangamalu, 2004).

In 1990 until today, the policies have been changed to symbolise unity in diversity, democracy and equality. The constitution of today is a rights-based one. Even though that is the case language issues have become a matter of debate and concern as the linguistic practices and hegemony which was established during the apartheid era is deeply rooted in the education system of South Africa. Remedial implements had to be put in place so as to rectify the wrongs of the past and develop a system that would amplify true equality. The government had to develop Language Boards that would help with the implementation of the policies. One of the Boards that was established was the Pan South African Language Board that was to promote the development of all the languages, including those that had been undermined by the past policies. The Board was created so as to provide an easy transition from colonial status to one fit for the democratic change and to afford an opportunity for the country to decide or reconsider its language policy.

In the democratic South Africa there are actually contradictory ideas that everybody should learn English but also that all remain free to learn and use whatever other language they choose. “It agrees that individuals and collectives have a right of access to the majority language and a right of access to civic services in spite of linguistic differences. It does not agree that the state is obliged to maintain those differences” (Spolsky 2004:110). Learners also have a right to learn in their own languages if the circumstances allow. The irony with the right to learn in one’s language is not something new as it was debated a hundred years ago. Herbert alludes to this by pointing out that:

In contrast before 1961 the notion that the mother tongue was most appropriate medium of instruction generally held sway. As evidence of this consider the British Government’s education policy in British Tropical Africa (1925),

wherein the principle was established that the indigenous languages should be accorded primary importance in the educational policy of colonial territories. It is pertinent to note African Education Commission stated unequivocally, *inter alia*, that ‘all people have an inherent right to their own languages. It is the means of expression of their personality and no greater injustice can be committed against a people than to deprive them of their own language’ (1925). It is interesting to note that this is what the policy states presently close to 100 years after (Herbert, 1993:143).

It is apparent that even though, the policies agreed upon after independence were meant to bring about equity the language behaviour and language rights seem to be mostly shaped by implicit/covert policies and informal practices that seem to have greater force than the agreed upon official policies. This is evident in the fact that there is a mismatch between policy and practice. The responsibility of maintaining a language depends on the individuals. There is no question about the dominance of the English language. The government has developed a strong policy aimed to build human rights and language capacity but remains unwilling to change the status quo (Spolsky, 2004:111). Since the new constitution of freedom of expression and freedom from language discrimination, the current situation is still similar to the previous one of usage of two official languages, which are English and Afrikaans in the formal sector which includes the education system. This could be the reason why the implementation of the policy has been very slow.

It is without doubt a necessity for the development of Africa that many Africans should attain in-depth knowledge of European languages in order to acquire free access to the sources of western life and thought, but these will be better understood and more valued by the student if he/she has first learned to think in their own language and to comprehend their own civilisation.

In deliberations that were done by heads of states in the Language Plan of Action for Africa there was a call for the use and promotion of the indigenous African Languages. This call was prompted by the lack of growth especially in the education sector where language is seen as being one of the reasons for lack of growth. The strategy that was formulated was therefore

founded on principles directed at acknowledging the diversity as well as promoting linguistic and cultural tolerance. Universities were seen as the nucleus that could create new knowledge and advancement of the economic situation in the African countries (Maseko, 2007:72). The challenge therefore was that Africa needs to improve the quality of the education system in institutions of higher learning so as to be able to create knowledge that could advance these countries. This African knowledge could be created by Africans themselves instead of relying on the already advanced western countries for direction in the creation of knowledge. UNESCO (2010) indicates that, Africa consumes, sometimes uncritically, information and knowledge produced elsewhere through languages unknown to the majority of its population. Parsons (2001 in Fataar, 2002:5) argues that new effects from global and market forces and the broader ideological and discursive contestation provided new influences in shaping the higher education policy field.

The case studies above show that in practice there is an overarching development of monolingualism in African education. This is happening even though all the marginalised languages are protected by the different constitutions of the independent African countries. This seems to be the trend in the countries that have been dealt with above and in most countries of the continent. The policies of these countries might look as if there is acceptance of the indigenous languages as they may be designated in the constitution as national or official languages, but in reality the ex-colonial languages prevail.

3.6 Transformation agenda in Language Planning in South African Higher Education

Universities on their own are not an island as they are affected by the social environment in which they find themselves. The role of universities in social transformation in each and every country that has been mentioned in the sections above depends on the constitution that has been created. Badat (2003:13) argues that, “the purpose of policy development in higher education had been, and continues to be, a radical transformation of higher education without losing its valuable aspects; in terms of policy this required a fundamental departure from the ethical foundations of the previous regime.”

In South Africa there is a need to draw a distinction between the different periods of education that have been mentioned in section 3.3. There is a difference in how higher education

operated in the pre- and post-apartheid periods. The former focuses on practices of resistance to the apartheid regime and the latter on constituting a democratic polity. To redress the wrongs of the past new policies aimed mainly at dismantling past divisions in higher education. In fact, many of the changes to the higher education system post-independence correspond to the changes in the country as a whole. The changes that affected higher education were imposed worldwide by the hegemonic nature of the European languages.

Reddy (2004:2) points out that according to the country's expectations universities should contribute towards economic and socio-political transformation. They must perform as viable "corporate enterprises" producing graduates to help steer South Africa into a competitive global economy. They are also expected to serve the public and produce critical citizens for a vibrant democratic society. The state and civil society in South Africa since 1994 have undergone significant changes, yet the resilience of old practices and ideas remain. Reddy continues by stating that:

The capacity of the state to steer change in the higher education sector is complicated by the nature of the transition, macro-economic policies associated with dominant conceptions of globalisation, and significant cultures that want to resist deracializing changes within higher education in the terms posed under transformation discourses. Nevertheless, while the state may not be able to in the short-term change society entirely on the basis of its own vision using higher education institutions as instruments, longer-term changes in social relations are taking place through the "normal" functioning of these institutions (Reddy, 2004:8). It is therefore important that transformation in higher education should be able to bring about social change and change should be measured not only by increasing access to tertiary institutions, but by success in maintaining high throughput rates.

Tollefson (1991:32) relates language policy to broader issues of economic development and socio-political change. Even though the political changes that occurred in 1994 in South Africa also brought transformation of education, the recognition of the diverse linguistic and cultural background of the students has not received much attention. This is evident in the fact that nothing has changed much in the implementation of policies that would bring about equality in the teaching and learning of students who have not had quality education because of usage of

languages that are not equal since the hegemony of the English language and the marginalisation of the nine indigenous official languages.

Although most of the universities do have language policies, these have not presented a fully multilingual curriculum and there has not been a multilingualism implementation plan in almost all of them. The ministry also has not provided a monitoring and evaluation program to assist in the implementation of the policies. A general remark that can be made when evaluating the language use in education is that, concerning the implementation of language policy and planning in South African higher education institutions, success stories are limited and far apart, while most programmes have produced slight success, if not absolute failure. Attesting to this is a number of scholars who allude to the fact that implementation of multilingualism is lacking in the higher education institutions (Webb, 2001; Alexander, 2003; Kaschula, 2004; Maseko, 2014). Bamgbose takes it further by pointing out that in the African countries even though there might be a multilingual policy these countries do not use their languages in education, but rely on colonial languages for higher domain as a result of lack of political will and this creates a more monolingual system of education. He states that:

Even when there is a genuine policy in favour of an indigenous language, failure to indicate implementation steps and procedures as well as adequate provision of funds may stultify the policy. In fact, it may rightly be stated that non-implementation is the bane of language planning in Africa. The effect of defective language planning is to vitiate all attempts to enhance the status and roles of African languages. One major cause for failure to implement language policy is lack of political will. Unlike physical projects which immediately attract attention and yield political dividends, funding of implementation of language policy is not visible nor does it give political kudos. It takes deliberate action and sometimes political risk to prioritize language policy matters. This is the kind of political will and commitment which many African policy-makers are not willing to demonstrate. And unless they do, African languages will continue to have a lower status compared with the dominant imported official languages (Bamgbose, 2011:6).

In his earlier work Bamgbose (1991:111) had pointed to the loopholes in African language policies by indicating that they exhibit “avoidance, vagueness, arbitrariness, fluctuation, and give(s) an impression of declaration without implementation.” He further states that there is lack of definiteness, which gives the government “an alibi for non-implementation” (Bamgbose, 1991:117). What Bamgbose refers to in the above quote is the status quo in the South African government whereby even though the country is seen as having the most progressive language policy the implementation is still a problem. Bokamba quoting Webb (2002), Kamwangamalu (2004) and Mesthrie (2008) alludes to this by stating that:

It has emerged as one of the most thoughtful language legislations, with an established bureau, called PANSALB (Pan South African Language Board), located initially in the Ministry of Arts and Cultures and then transferred to the President’s office in 2000 to assist the provinces with the implementation of the policy at that level by selecting a provincial language à la India. Since its adoption, however, the provinces have been criticized for being too slow in developing appropriate language policies; as a result, English has emerged in practice or de facto as the pan-South African official and national language in most of the key public domains, while the other ten official languages play important roles in regional communication, in broadcast media, utilization in some school systems, and publicity. (Bokamba, 2011:150)

Beukes (2008:4) adds to the notion of non-implementation of language policy by commenting that, “it is common knowledge that language policy implementation is a matter of concern for language stakeholders and experts alike. It seems as if government lacks a commitment to its own policy, the National Language Policy Framework (NLPF), approved by Cabinet in 2003 and that language matters have been relegated to the back seat of the transformation agenda.” The higher education institutions seem to be following the national practise by non-implementation of its language policy.

According to Jones and Sapa (2011:1), Former Minister of Higher Education Blade Nzimande stipulated that “the development of African languages is not just nice to have but is a necessity for human rights and dignity as well as for access to university and tertiary success.” The development of African languages however requires intensive language planning as well as

governmental support. Minister Nzimande's claim is crucial for the development of African languages and upholding multilingualism, however, multilingualism has not as yet been implemented in the education sector. Although Minister Nzimande promoted mother-tongue based education the tertiary institutions still have not entirely addressed the other crucial issue in South African education, which is the implementation of multilingualism in tertiary institutions. This is further made difficult by the language policies of the different tertiary institutions, many of which have stipulated English as their medium of instruction or the language used for learning. By approving mother-tongue based education, the government would be fulfilling the central government's claim on language in education in the 1996 *South African Bill of Rights*, Clause 29: which stipulates that each person has the right to obtain learning in the official language or languages of their choice in public educational institutions where that education is plausible and practical.

Trends on the African continent are that many Africans have struggled to maintain and develop indigenous languages, particularly in higher education. A Roundtable address by Minister of Higher Education, Dr Nzimande (2010) shows an example of the status quo, when he expresses that:

There are few examples of the strong preservation and development of African languages in the academy. Colonial languages have continued to dominate and hold the value of education, commerce, and the media and in international and continental relations. We cannot ignore the global requirements for communication and academic transfer, engagement and knowledge building, but we do not have to neglect indigenous languages. The South African constitution is clear about the importance of all national languages and the rights of the speakers. However, there is a need to translate Constitutional aspirations into real gains. It is necessary therefore to convert the policies into reality and by doing this a perception would have been created to learners that it is possible to acquire education in indigenous languages.

The relationship between language proficiency and academic achievements has been debated in the areas of psycholinguistics and education psychology in the past decades. Language proficiency plays an important role over the performance of students in their academic

achievements. Because of the social backgrounds, especially black students, particularly in English language proficiency and level of understanding of subject content have missed out on the academic experiences which are necessary to develop some of the concepts they need to deal with in tertiary studies. In most cases, English speaking students tend to obtain the best results and black students the worst (Manik, 2015).

With the diversity of the student intake at tertiary level, the higher education institutions should be preparing and planning for the type of students they enrol, of whom the majority are not competent in the language of teaching and learning. The institutions of higher learning should be offering relevant courses that are sensitive to the knowledge system of the student. They should offer the kind of knowledge that should be relevant for a multilingual community. These institutions should also be responsive to societal change so as to encourage being ‘in and of the university’ by the students as well as staff members (Boughey, 2010). Monolingualism or bilingualism which favours English or Afrikaans or both may create citizens that are stereotyped and who are deficient in understanding the other. It is more enriching to be a multilingual individual who uses additive bilingualism/multilingualism rather than subtractive bilingualism.

Historical, social, economic and political factors have constrained the full realisation of multilingualism in South Africa. Somhlahlo (2009:160) states that “the challenge for language planners is to demonstrate that African languages have a vital role to play in the political economy, among other things”. Probyn (2005:164) states further that “the reality is in most parts of Africa, English has become the language of power and prestige...thus acting as a crucial gatekeeper to social and economic progress.” Somhlahlo (2009:161) also believes that African languages are not adequately marketed at tertiary level and that not enough bursaries and funds are available to African languages students.

As pointed out in chapter 3, the lack of implementation of the constitution is not unique to South Africa. Even with the intervention of the governmental and nongovernmental boards such as ACALAN, AU, NLB, PANSLAB, etc, the implementation process has not seen the indigenous languages achieving the goal of having to be languages used in higher domains and languages of learning and teaching in higher education. All the African countries have the

indigenous languages lagging behind in their use in education especially in higher education. The Language Policy for Higher Education (2002) is actually aimed at protecting the rights of the indigenous language speakers and in the process also promoting these languages. It is evident from the information given above especially about the constitution and officially that the higher education Ministry has been supportive to the implementation of programmes that would promote multilingualism and the use of these languages at tertiary institutions.

3.7 The need for SANTED Intervention

SANTED therefore takes its mandate from this Ministry, which argues that the languages of instruction that are currently used do form a barrier to access and success of those students who are not first language speakers of the language of LoLT. It should be noted that the more universities transform the more linguistically diverse the student and staff population are. This puts pressure on the university to put measures in place that could guarantee the student access and retention. As the White Paper states, “equity of access must be complemented by a concern for equity of outcomes. Increased access must not lead to a ‘revolving door’ syndrome for students with high failure and drop-out rates” (DoE, 1997). This change in the demographics of the tertiary institutions needs to be addressed properly, and they cannot continue with the status quo while this is yielding negative results to the detriment of the students that have been admitted to these institutions. The Language Policy for Higher Education states that African languages should be developed to their full capacity so as to be on par with Afrikaans and English which have been used as LoLT (The Language Policy for Higher Education 2002).

Although that is the case the South African Languages Policy for Higher Education cannot be easily implemented unless proper measures are put in place such as training people and capacitating them to be able to have the necessary skills to implement and monitor the multilingual programmes. Developing multilingual material using corpus language planning and using innovative methodology for the teaching and learning of African languages is a way of addressing the lack of use of these languages in education. This will in turn lead to the social and economic development of the country. In South Africa the history of the previous official languages used before democracy cannot be divorced from the way education functions. It is therefore a necessity to understand that African languages cannot be developed

as languages of high level cognition without suitable access to English which by intention is seen as language of power, prospect and social mobility. There is therefore a need for promotion of multilingualism instead of the indigenous languages taking over from the current languages of teaching and learning.

Higher education is supposed to be the end-point of the schooling system and the preparatory body for students entering the working environment. It is supposed to provide the professional world with students that would be able to communicate with any sector that a particular profession is serving. Although that is the case higher education presently seems to have marginal capability to provide society with citizens who have functioning skills in indigenous languages in competitive contemporary surroundings. Instead of having graduates that are ready for the multilingual working place, more and more first time workers are found lacking where the services of society are concerned. This becomes a problem for economic development of the country as well as democracy as this has a potentially destabilising effect for the growth of the nation. That is why language planning should be seen beyond status planning, corpus planning and acquisition planning as there should be a link between language development and needs of employment. A language should therefore have functional value where it is utilised in the market place. Opportunity planning should be established in order that people will take note of the value of learning the language and using the language as LoLT.

Bamgbose believes that there is need to “reposition, revalorize and empower” the African languages so that they can be used in a wider range of domains. He refers to the high degree of illiteracy in Africa and points out that:

There is no alternative to the use of African languages for literacy and for ensuring mass participation in development. The most pervasive effect of the dominant status of imported languages is the marginalization of African languages and the negative attitude that has developed in connection with their use in certain domains. This attitude has resulted from decades of teaching and learning through imported languages at practically all cycles of education. Those who are literate only in an African language are made to feel inferior to

those who are proficient in the dominant imported official languages.
(Bamgbose, 2012:1)

Alexander (2013:80) explains the reasoning of scholars like Bamgbose by posing a probing question of why African languages should be developed when clearly for decades English and Afrikaans have been functioning as languages of teaching and learning in Higher Education institutions. It is in this interrogation of the choice of language of teaching and learning in higher education that unblocks the myths when he states that the two languages that have been used as languages of teaching and learning do not function appropriately. He bases his argument on the fact that “most students are not making it, partly because of their lack of proficiency and intuitive grasp of the idiom of these languages” (Alexander, 2013:80).

The majority of student’s mother tongue languages are not used in Higher Education as LoLT, and as a result, the students have to deal with the language that they have not mastered fully at a higher level. Even though learners arriving at university may be literate in their languages and fully functional in their communities, the level of their engagement with the LoLT is rarely adequate for the communicative demands of the academic world. Their Cognitive Academic Language Proficiency (CALP) is seldom developed and not sufficient for academic literacy which is used at Higher Education. Some of these learners might even be struggling with Basic Interpersonal Communication Skills (BICS) even in their language as they might have switched over to English without a full grasp of their language since the education system at schools require that the learners access English in grade 4 and use it as LoLT (Cummins, 2001). Needless to say that this becomes a hindrance to access to academic literacy as these students are required to come to terms with observing the appropriate styles of cognitive and linguistic behaviour expected of them in Higher Education.

It is through implementation of the language policy and through making the indigenous languages seen and utilised that they would be an incentive for speakers even of other languages to use them. Wolff (2002:141) argues that,

It is generally believed that the value, prestige and importance attached to a language are proportional to its perceived usefulness in various areas of activity... [E]veryday

use affects its status and the prestige attached to it and, in turn, the acquisition of prestige enlarges its area of application.

Wolff (2002:130) also points out that it is a fallacy that indigenous languages cannot be modernised and that they are useless for development and progress. It is therefore imperative that an opportunity such as one given by SANTED be used effectively so as to demonstrate how the indigenous languages can be modernised and how when developed, they are capable of functioning as languages of teaching and learning. In this chapter it has been presented that the declarations made by African members of States in the OAU meetings have not as yet come to fruition as even in these meetings the languages of communication are largely the colonial languages. This is a fact that displays the minimal use of the African languages even by the officials who see the need for these languages to be promoted so that they could be ready for use as languages of teaching and learning. Ramani and Joseph (2002:234) argue that,

African Languages must be introduced whenever allows, using any and every entry point in the educational hierarchy. This means that one does not have to wait for schools to first implement multilingualism as a precondition for universities to build on. Universities could just as well start multilingual education to provide a possible backwash effect for schools.

In light of this perspective it is clear that African languages should be used instead of waiting for them to be developed in the manner that colonial languages are developed. Cooper (1989) believes that, the function precedes the form therefore models that promote multilingualism should be embraced and implemented rather than continuing using the already developed languages fearing that the indigenous languages are ill-equipped for high domains.

Almost all of the South African higher education institutions has a language policy that promotes the use of an African language as a language of learning and teaching but its implementation is virtually inexistent. Most universities have found loopholes, of not making this choice available to its learners. Largely other languages, which are mostly the indigenous languages are not the languages of learning and teaching and by default English is the LOTL. These indigenous languages are not given enough attention in higher education, as a result they are mostly taught as subjects and not used as mediums of instruction and not seen as a resource in the learning, teaching and research practices of South African higher education.

The Policy for Higher Education (2002) has many loopholes that in fact makes it nearly impossible for the students to actually raise concerns and discontentment about it. An example will be with the statement from the policy that states that, “The Ministry acknowledges that the implementation of multilingualism will in practice, be in tension with other imperatives and considerations such as the need for financial affordability and the rights of others.” This could be detrimental to the access and success of the majority of the students who have a different language other than the one for teaching and learning in these institutions, since studying in one’s language is an advantage in learning (Maseko, 2014). In any region where there is diversity, multilingual education has to be a norm and there needs to be an implementation process in place.

3.8 Conclusion

In Africa as a whole after independence even with the language policy of education in place there has been little implementation. African countries have basically continued with the colonial languages for research, teaching and learning. The higher education institutions have been lethargic in the use of indigenous languages as these languages are mostly taught as subjects if at all, and learning does not happen through them at all. Even in Tanzania, with comparatively successful use of Kiswahili as mentioned above, a language to which many of the mother tongues are structurally related, English is used in secondary and higher education as growth and development of the country is associated with the colonial language. Even with the governmental and non-governmental educational interventions, indigenous languages continue to have low prestige, and individual linguistic rights continue to be ignored.

The Chapter that follows presents a single intervention strategy that has defied most of the efforts described above, which advocate towards a monolingual approach in higher education. This intervention strategy saw collaboration between the Norwegian and South African governments under the SANTED programme, as introduced in Chapter 1 of this thesis.

CHAPTER 4: EVALUATION OF THE SANTED MULTILINGUASM PROGRAMME

4.1 Introduction

The previous chapter made a comparison between education in other African states and South Africa with regards to implementation of applicable language policies for multilingual countries. This chapter discusses the evaluation planning decisions which would be determining which features of the SANTED program could increase multilingualism. It will provide a basis for the relationship between implementation of multilingualism programme as well as monitoring and evaluation of the SANTED project. The evaluation of multilingualism implementation program intends to offer a range of possibilities on strategies to be used regarding the challenges of language use in higher education. The importance of evaluation in this project is accentuated by the need to realize relevant developments brought about by SANTED interventions in the creation of multilingual education in higher education. This is stressed in order for higher education institutions to work toward the greater goal of multilingualism recognition and its importance in society.

In chapter 1, it is stated that the project was meant to enhance the promotion of multilingualism in Higher Education and in the process empowering the African languages to be languages that could be used at higher domains. Therefore, this chapter is looking at the multilingualism implementation and evaluation of three institutions where DUT is joined with UKZN. It is also looking at the interactions of different disciplines within and between institutions and it is also a part of interactions with stakeholders such as the Department of Education which is external to the institution. It is therefore dealing with the important aspect of language in education, which is the tool of transferring meaning and knowledge.

In chapter 5 the focus is on different strategies and the creation of models that the different universities which are part of the SANTED programme have created in order to practice multilingualism in institutions of higher learning. Maseko and Kaschula (2009:132) believe that universities are better placed to implement multilingualism as “they are able to promote transformation, linguistic tolerance and cultural sensitivity” in higher education because of

their central function as places of research, enquiry and development. This is the reason why SANTED was proposed for higher education.

4.2 Implementation of multilingualism in higher education

As has already been pointed out in chapter 3, South Africa just like the rest of Africa is a multilingual country and this makes the universities of the country to have students and staff members that come from diverse language backgrounds. In the administration of the universities, these institutions of higher learning have to run according to the constitution of the country which seeks to afford every student the right to learn in his/her own language. This is clearly stated in Section 29 (2) of the Constitution which 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. In order to ensure the effective 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 past racially discriminatory laws and practices”

Kaschula points out that, “the existing policy has already allowed for structures to be created in order to ensure the implementation of multilingualism and the protection of individual language rights” (Kaschula, 2004:14).

Even though this constitution acknowledges the multilingual nature of South Africa and the right of South African citizens to use different languages there is a gap between establishing multilingual education institutions and implementation strategies through which multilingualism can be experienced. Former Higher Education Minister Nzimande’s report on *the Use of African Languages as Mediums of Instruction in Higher Education* (2015:13) states that:

There are, primarily, two challenges facing higher education in the democratic era: firstly, embracing multilingualism not only in policy, but also in its

implementation in higher education teaching and research practices to counter the dominance of English and secondly, the promotion, development and use of indigenous African languages as languages of scholarship.

Furthermore, The Department of Arts and Culture Minister, Nathi Mthethwa (13 January 2016, DAC) proclaims that, “The development of our languages and the promotion of multilingualism in South Africa need to be accelerated.” To make this practicable the SANTED Project that is evaluated in this work responds to the Higher Education Policy (2002) which requires that all official languages should be used and developed equally as academic languages in tertiary institutions. The Higher Education Policy is in consonance with the Higher Education Act (1997) Section 27 (2) which requires that Higher Education be in accordance with the national language policy, which promotes the multilingual nature of the country.

Furthermore the Language Policy for Higher Education (LPHE, 2002) and the Report on the Development of Indigenous Languages as Mediums of Instruction in Higher Education (2003), pronounce the action that needs to be taken by institutions of higher education in the promotion and development of multilingualism by pointing out that:

The Ministry encourages all institutions to consider ways of promoting multilingualism. These could include changes to events such as graduation ceremonies to acknowledge and accommodate diversity in the constituency body, requiring proficiency in an African language as a requisite for a range of academic fields of study and offering short courses in African languages as part of staff development strategies (LPHE, 2002:14).

Additionally the LPHE (2002) requires that Higher Education Institutions (HEIs) put in place their language policy as well as have an implementation plan. Though that is the case, putting theory into practise by implementation of policies seems to be unhurried. The planning that has been put in place in order to comply with the set policies has not yielded acceptable outcomes in that even though the demography of the previously advantaged universities has changed but there is still no equality in the use of languages of diverse students. In instances where the universities have their own plans in managing the multilingual nature of the institutions, there

is no set monitoring and evaluation of the magnitude of the fulfilment of requirements of the policy.

4.3 Contextual Background of the SANTED II Multilingual Projects

The SANTED program is an initiative that was born out of collaboration between the Norwegian and the South African governments. The main stakeholders in this collaboration are The Norwegian Agency for Development Cooperation (Norad) which is a directorate under the Norwegian Ministry of Foreign Affairs (MFA) as well as the Department of Education (DoE) which was backed by the Centre for Education Policy Development (CEPD). The CEPD works with as well as supports government departments, especially the “departments of education; legislative structures; democratic organisations; and other institutions” that assist their core values so as to add value “high quality education and training for all.” In its mission the CEPD states that it acts to fulfil its mission by:

- Undertaking critical independent research, policy analysis, monitoring and evaluation
- Providing advice on the development and implementation of policy
- Promoting and facilitating public policy dialogue and debate
- Contributing to capacity building in the education system
- Undertaking advocacy in support of our vision
- Managing grants on behalf of government and other organisations
- Organising and managing conferences, seminars and meetings (Centre for Education Policy Development, 2009:1).

Although the Norad and DoE were the main stakeholders in the agreement of the Programme, CEPD worked with and supported the DoE even though SANTED acted independently but it was under the management of CEPD. The mandate of SANTED was to implement projects in three focus areas, which were to support the functioning of Higher Education. This program was broken down into the following three areas (Maassen, P., Pinheiro, R. & Cloete, N., 2006):

- Access, retention and success of students

- Capacity building at institutional level and
- SADC Institutional Co-operation

The Project this research is focusing on addresses the use of multilingualism within institutions and it falls under the broader program which is “access, retention and success of students.” Unlike the other projects this was a new project that did not continue from the SANTED 1 Program. In the preamble of the Framework Business Plan for the Tertiary Education Development Program between The Republic of South Africa and Kingdom of Norway for the period 1 July 2006 to 31 March 2010 (2006) it is stated that:

The [SANTED] Programme supports the South African Department of Education in meeting its national objective of building a higher education system that is based on principles of social justice and equity and that has capacity to operate effectively and efficiently to meet the educational, cultural and economic needs of a diverse society. The transformation of the higher education system to address the legacy of the (apartheid past and to respond to the reconstruction and development agenda of a democratic South Africa has been the key focus of policy development and implementation post-1994.

It was generally accepted that the starting point for formulating a meaningful project was a complete understanding of the linguistic situation of tertiary institutions in terms of their language policies. Implementation was seen as the main problem since most of the universities had complied with the constitution, which requires the universities to have language policies that work towards elevating the status and advancement of the diverse African languages in South Africa. The collaborations between the two countries meant that there needed to be a plan of action to take the project through to completion. For this reason, actual programs of action started with the planning of who was going to do what and where. There had to be an evaluation of what might hinder the implementation process. Project implementation is complex as it requires the coordination of a wide range of activities and diverse institutional arrangements. Some of the aspects that had to be taken care of in the planning of the project were:

- Management of the project from National Education Department

- Management structure at institutional level
- Stakeholders i.e project champions, educators and learners
- Capacity
- Work plan
- Duration of the project
- The funding, etc.

These aspects had to be gathered during the proposal application time. Institutions of higher learning were given time to apply to host the project. Four higher education institutions were successful and were elected to host the multilingualism project. As it has been mentioned earlier the four institutions were the University of KwaZulu-Natal, Durban University of Technology (these two universities ended up combining their projects as a result they are going to be addressed as UKZN/DUT in this study), the University of Cape Town and Rhodes University. These were chosen from the submissions of the application proposals made before the commencement of the project. The multilingualism implementation was seen as one of the important projects that could be done because in many countries on the continent, local languages continued to receive very little official attention while not using ones language in education has been one of the major causes of poor throughput rates in the education system (Foley, 2009; Murray, 2002; Probyn, 2008).

Some of the program beneficiaries of the SANTED Program were other South African Higher Education Institutions as well as SADC Higher Education Institutions who were part of the first phase of the project and their projects were extended to the second phase. The key objective of the program was to contribute to the DoE's goals which seek to develop and advance the retention and success rates of the students in higher education as well as to create sustainable partnerships between South African universities and other countries' universities. By investing in the multilingualism project SANTED's objective was to give support so as to translate the intervention into improved throughput, retention and success rate of the students. It was also looking at promoting higher levels of proficiency in indigenous languages among staff and students. To achieve the goals of the project the institutions that were awarded the SANTED funding were expected to have the following outputs for "access, retention and success" by the end of the program:

- Established relationships with local feeder institutions such as high schools or FET colleges;
- The development and implementation of retention policies and/strategies;
- Teaching and learning support programmes;
- Tracking and monitoring of student performance, and of interventions;
- Short courses for staff in indigenous languages;
- Language courses for students in selected professional fields;
- Use of multiple languages in official communications, signage and public events. (Framework Business Plan for the Tertiary Education Development Program, 2006:10).

Transforming these institutions through the implementation of language policy meant not just substituting one language with another, but reacting to the requirements of the society at large. In practice, this meant promoting multilingualism was at the core of education transformation. According to Bamgbose (2011) a country cannot advance its human resource base to full capacity without the languages of the people.

The Department of Education (DoE) was to monitor and regulate the project from the top. According to Smith (2014) the organisation of the SANTED project was more like a ‘four-legged pot’ where the management consisted of the Norwegian donors, the DoE, the outside sourced management team and the elected higher education institutions. To keep track of the implementation of the program and to be able to evaluate the process a variety of methods were used. The planning from top management was in such a way that monitoring was mostly done by the outsourced management team. They visited the concerned institutions quarterly and solicited monthly activity reports as well as annual reports. They supported these institutions by organising workshops where all the like projects would meet and share their practises. This procedure allowed the project management to gather detailed qualitative information about the program’s implementation processes from a variety of perspectives.

With three year funding allocated by SANTED which was later extended to four years to these institutions, this funding offered an opportunity for effective implementation of African language usage in these universities thereby promoting multilingualism in line with wider

policies. This vision is encapsulated clearly by the SANTED II Multilingualism Project. The Project identifies the following as its main objectives:

- Multi-language acquisition for students in professional programmes (e.g. in the Health Sciences, Law and Education),
- pilot projects in the use of African languages as the medium of instruction (e.g. in student support programmes and tutorials), and
- the offering of short courses to promote multilingualism among staff. (SANTED II, Centre for Education Policy Development, 2006)

According to the South African Higher Education Act (1997) and other legislative language policy documents, institutions of higher learning have to adopt a language policy that designates their commitment to the promotion of multilingualism and access and retention of students whose languages have been historically marginalised. Through the offering of short courses in African languages as a component of the staff development plan, the capacity to mobilise these languages in teaching and learning is enhanced (Language Policy for Higher Education 2002:14; Report on the Development of Indigenous languages as Mediums of Instruction in Higher Education, 2003).

The primary aim of this study is to evaluate the extent to which the SANTED Multilingualism Projects, in the three participating universities, has implemented the objectives of the SANTED II Multilingualism Programme. Furthermore, to what extent are these programmes assisting these universities in implementing their designated language policies? The secondary aspect is to investigate whether the programmes designed and implemented by these universities throughout the projects are transferable to other institutions of higher learning in South Africa. As indicated above, the SANTED Multilingualism Programme was guided by legislative language policies in formulating its objectives. The Language Policy in Higher Education (1997) necessitates that institutions of higher learning formulate language policies that foster multilingualism and promote the development of indigenous African languages.

This study is participatory oriented since the researcher was involved with one of the institutions that were hosting the multilingualism project, namely Rhodes University. By default the researcher focusses on the situation at Rhodes University, in terms of its Language

Policy implementation through the SANTED Multilingualism Programme, whilst comparisons will also be made with other Universities where SANTED operates. The involvement of the researcher mostly in a participatory manner at Rhodes University gave the researcher insights into the project and a grounded base from which to understand the progress and differences of other teams and their institutions.

Four higher education institutions' multilingualism implementation plans were assessed in relation to their language application. The programmes were analysed for findings on elements of successful implementation strategies as well as elements of failure. Institutional, political and socio-economic factors were taken into consideration in the evidence of implementation of the project. The research investigates the impact of financial support rendered towards higher education and whether it influenced the implementation process. The research also seeks to look at whether the implementation of multilingual language models in these higher education will increase social returns of investments in education and whether it can improve knowledge creation and development of the indigenous languages. It also seeks to find effective strategies of education that allow for adequate use of multilingualism with adequate curriculum content that will transform the colonial education to relevant education for Africa.

SANTED's other directive was that from the practices of all the institutions that were involved in the project whatever implementation strategies that were elicited should be shared so as to influence change and be accessible to the wider community. Simala (2002:49-50) in Owino points out that by involving others and disseminating information, researchers are also concerned in empowering language communities to mobilise their languages to their advantage and to seek their transformation where necessary. As has been pointed out in chapter 3, Simala (2002:50) adds that language organisations in Africa have been guided by the following objectives:

- To study indigenous languages in order to understand them and, subsequently, to identify gaps if any that render them ineffective;
- To discover the views and attitudes of people towards indigenous African languages;
- To report research findings in an objective manner;

- To disseminate the information so elicited to a wider audience, including government institutions, with the aim of positively influencing societal attitudes and government policy and
- To equip African scholars with research capabilities.

Bamgbose (2012:1) points out that most Africans believe that significant education is not conceivable in their languages further than the early years of primary education. He views this as a “sentiment that continues to be perpetuated by the discriminatory nature of the African educational structure that necessitates the exclusion of many learners from quality education”. As stated in chapter 3, colonial education was not necessarily meant to uplift or enrich the endogenous knowledge nor endorse the African languages as vehicles of intellectualisation of the Africans, but it was to advantage the European languages and their access to the power to direct and dominate the Africans. It is therefore interesting to realise that the funding for the promotion of multilingualism in the SANTED project was from a European country which saw the need to invest in South African Higher Education institutions knowledge system. They believed that these institutions could bring change to the learners, the institutions as well as contribute to the community at large.

4.4 Access and Success in Tertiary Institution as a Focal Point for SANTED

Because the SANTED Multilingualism Project that this research is exploring is under the focus area of “access, retention and success”, it is imperative that the research investigates what this means for tertiary institutions. Roberts (2002:4) describes access and success in tertiary education as:

[T]he opportunity for enrolment as well as the facilitation of entry and the encouragement of sustained enrolment by learners in appropriate education programmes. Thus access includes features of openness to a heterogeneous population, supportiveness to a diverse clientele and relevance of diverse offerings. Success in tertiary education is also a multi-faceted term which is a measure of the extent of achievement of personal, institutional or national tertiary educational goals. It is also indicated by efficiency and quality measures such as completion rates, levels of achievement and fitness for purpose.

Adding to Robert's description of access to tertiary institutions, the Council for Higher Education (2004) explains that equity of access means that the tertiary institution should make its educational offerings accessible to a diversity of students. More and more students who come from diverse linguistic groups aim to gain access to higher education and, while that is the case, these learners do not necessarily come prepared in respect to linguistic dynamics for partaking in these institutions. The student intake therefore puts pressure on the institution to accommodate the diverse nature of the students and to be able to design courses and create space for the learners to use their languages without feeling excluded. This implies that tertiary education offerings have to be designed in such a way that it becomes possible for every learner within any language group to enroll in these institutions. Thus, education has to remain relevant to the needs and requirements of the times especially where the demography of higher institutions reflects linguistic diversity.

In Africa as a whole the case of diversity, access and success in higher institutions is a matter that has been causing concern. A number of initiatives have been undertaken at policy level by governments and Institutions of Higher learning to develop access to diversified tertiary education offerings. Even though that is the case, the deliberations and plans agreed on by nation states have not necessarily succeeded to respond to the problem in a way that could bring solutions in response to the language of learning and teaching that is a barrier to success (Language Policy for Higher Education, 2002:4).

The Second Decade of Education of the Language Plan of Action (2004) which was mentioned in chapter 3 declares that, "every effort will be made to guarantee that there should be universal access to all education systems." It proclaims that there should be curriculum intervention that could be adapted in a way so as to assist "in developing a student's general academic and cognitive skills, language proficiency and capacity for self-directed learning." This could be done by giving access to contextualized and appropriate curriculum content and by guaranteeing applicable learning outcomes (Essack, 2013:56). He continues by pointing out that it is vital that "the curriculum content discourse in African higher education, in terms of relevance and context, focuses on indigenous knowledge."

Even though the curriculum content is prevalent the language to impart and access this knowledge is highly significant as access and success is also very closely related to the meaning and understanding achieved by learning in a language that is understood by the learners. The goal therefore of enrolling and allowing access should be also allowing successful participation, retention and success especially for those students that are from linguistic minority group. The goal of SANTED was to achieve this aim. The language choice in tertiary institution and how languages are used in teaching and learning can hinder the retention and therefore success of those who have limited access to these languages.

As much as African language speakers are gaining access into the tertiary institutions they are still comparatively underrepresented if one goes by the demography of the country, even though that is the case the highest number of dropout is from these speakers. This makes it by default the group that has the highest number of students that are not retained in the tertiary institutions as a result the English language speakers become the minority that is successful and thereby have access to the economy. This results in the English language speakers continuing to dominate and being the source of power for the country while the African language speakers remain marginalized. Although access is an important constituent, it does not automatically guarantee retention and success.

According to the SANTED II Framework Business Plan (2006), problems of student retention and success are serious ones in the sector. It bases its view on the fact that the “average success rate of white students across all undergraduate and postgraduate levels was 76% in 1995 and 78% in 2004. The comparable success rates for African students were 62% in 1995 and 64% in 2004”. They view this gap between the two groups as an indication of “major inequalities in the delivery of higher education teaching services”. Furthermore, in its National Plan (Department of Education, 2001), the Department of Education has voiced its apprehension that the retention rate in some higher education sectors is down by 10%, and that current drop-out rates are an average of 20% for all students and an average of 25% for first-time entering students.

There could be a number of reasons that the retention rate decreases at tertiary institutions but one of them is the language problem since there is discrepancy between those who have access

to the language of learning and teaching and those who do not. The Council on Higher education (2001) points out that one of those reasons for failure to retain students is the exclusion after failure. Given the reality of vast disparities in delivery and resources, the complication is that results mirror socio-economic inequalities and the legacy of apartheid, rather than learner's capabilities and potential to prosper. Although the recently improved pass rate of matric students has increased access to tertiary institutions, throughput in higher education remains low, which is a real concern that needs to be addressed. Again, the SANTED programme aimed to change this status quo.

The Language Policy of Higher Education (2002) adopted by the government has been drawn to address the challenges faced by those who do not have access to languages of learning and teaching. This policy requires South African universities to implement multilingualism in their teaching and learning programmes. Madiba (2009:1) argues that multilingualism as recommended in the HEIs language policy is a means to ensure equity of access and success in higher education, in contrast to the past colonial and apartheid education policies that left the legacy of inequality, exclusion and failure. Crystal also argues for multilingualism and brings forward the fact that monolingualism does disservice to a country:

In 500 years' time, will it be the case that everyone will automatically be introduced to English as soon as they are born... if this is part of a rich multilingual experience for our future new-borns, this can only be a good thing. If it is by then the only language left to be learned, it will have been the greatest intellectual disaster that the planet has ever known (Crystal, 2003:235).

To guard against this catastrophic situation mentioned by Crystal (ibid.) it is therefore necessary for all the role players or stakeholders of implementation of language practise to make multilingualism a norm.

4.5 Evaluation as a tool in language planning and policy

As indicated in chapter 2 the language policy in higher education was revised after democracy and the new South African language policy has been planned for a country with eleven official languages. There has since been another revision of LPHE of 2002. As it has already been

specified in chapter 2 in most language policies, indigenous African languages have been mostly taught as additional languages for speakers of other languages thus emphasis being placed on acquisition of them. In many of the policies of the tertiary institutions the African languages are not seen as significant for teaching and learning.

Following the emergence of South African democracy the expectations were that with freedom in a practical sense there would be freedom of choice of which languages to use in teaching and learning. However, there was a gradual decline in student numbers at many of the institutions as well as less interest in research in African languages. Even though there are policies in place there is no plan for policy implementation that provides measurable objectives of the policy, and procedures on how these would be attained over the short, medium and long term. There is also no process for their monitoring and evaluation. Implementation planning is a vital feature of language policy formulation and the lack of this policy therefore appears to show that in Africa policy formulation is only a matter of legislative compliance.

The LPHE and the *Ministerial Report on the Development of Indigenous African Languages as Mediums of Instruction in Higher Education (2003)* does stipulate the implementation plan but there is no monitoring that could help in seeing that the implementation plan is adhered to. The report the research is referring to clearly stipulates that each institution should submit to the Ministry of Education five-year plan regarding the development of African languages as mediums of instruction. After 13 years ever since this call none of the universities had complied, and the Ministry probably did not do enough to encourage compliance. SANTED therefore began the implementation plan using a project that was monitored as well as evaluated.

The use of the SANTED project is meant to facilitate change and implement the higher education policy. This involves activities that are planned by the different universities involved in the multilingualism project. The evaluation process seeks to ascertain how the program has been executed and in which sequence that has created the output which is the end result that is within the time frame specified by SANTED. This evaluation is done post the time of the project, which is between the years 2007-2010, as a result, it was meant to inform key decision-making processes and encourage the ongoing multilingual policy development in

higher education. Teaching in the South African higher education in the last two decades has presented both challenges and opportunities in that the policies are promoting equality while at the same time the implementation of these policies have been at a very slow pace. This has been happening inter-alia the development that has been going on and the changes that have taken place in the higher education policies, which have been presented by the department of higher education.

Rubin, who is one of the first scholars to consider language policy evaluation as a field of study, defines it as “a process through which information can be provided to help determine which kinds of decisions seem to be the best of several alternatives” (1971:221). Fournier (2005:139) expands on this definition by explaining that, evaluation is “an applied inquiry process for collecting and synthesizing evidence that culminates in conclusions about the state of affairs, value, merit, worth, significance, or quality of a program, product, person, policy, proposal, or plan”. Evaluation in this work is concerned with the outcome, which means that it is concerned with the influence of the SANTED programme on implementation of the multilingual policy in higher education contexts. It aims to produce practical suggestions for planning successful multilingualism programmes.

4.6 Appropriateness of Evaluation in Project Improvement

Evaluation is a pedagogical exercise which is not simply limited to the introduction of new techniques or gathering of new information, it also implies a new perception of institutional roles and responsibility. It can look at resources that are crucial to build on an institution’s strengths, what means are available and what options are for realisation of these. According to Patton (1997:23), “Evaluation is the systematic collection of information about the activities, characteristics, and outcomes of programs to make judgments about the program, improve program effectiveness, and/or inform decisions about future programming.”

Another definition by McDavid, Huse, Hawthorn’s (2013) concentrates on programme implementation by proclaiming that, “in program evaluation practice, it is common to see terms of reference that include questions about how well the program was implemented, how (technically) efficient the program was, and how effective the program was. A focus on

program processes is combined with concerns about whether the program was “achieving its intended objectives”. It is a combination of theory and practise that creates and synthesises information for decision makers and stakeholders about a program or policy. It is useful in public, non-profit, and private sector organizations to create information for planning, designing, implementing, and assessing the results of work done in designing and implementing policies and programs (ibid.).

According to Kiely and Rea-Dickins (2005:21) there are five challenges that depict the theoretical orientation and practice of evaluation which are:

1. The purpose of evaluation in its social and political context
2. The informants
3. The criteria which generate evaluation frameworks, instruments and ultimately judgements.
4. The data which validate these approaches and instruments, and complete the construction of judgements.
5. The use of evaluation findings in managing social programmes.

While there are a number of definitions of the evaluation process this thesis is mainly concerned with the one put forward by Adelman and Alexander (1982:5) which states that “evaluation is the making of judgements about the worth and effectiveness of educational intentions, processes and outcomes; about the relationships between these; and about the resource, planning and implementation frameworks for such ventures.” Though this definition of evaluation infers judgement the findings of this work are not necessarily going to be connected to an ideology of power struggle nor does it inevitably lead on to a culture of compliance. The work aims to evaluate and look at the best practices and how language practitioners can implement the programs properly. However ascertaining what does work and what is useful, does not necessarily answer the problem of program effectiveness. Best practices are actually relative as they can be affected by what the stakeholders view as an effective program. It should be understood therefore that programs can be affected by social, economic and political issues.

4.7 Evaluation types

Each project has different needs and expectations, when in the planning phase these have been specified and the reasons for conducting evaluation has been stipulated then it is essential to determine the most appropriate type of evaluation. There are two major evaluations that are usually used in education research or projects. These are the formative and the summative evaluation processes. Both of these evaluations deal with program effectiveness and observed outcomes.

Depending on their appropriate circumstances for their uses different researchers have included other evaluations processes that culminate from the basic two. For example Patton (1994, 2011) has what is called “developmental evaluation” which can also be called process evaluation by some scholars. This evaluation differs in some ways from the formative and summative approaches even though it is formative in nature. Picciotto (2006), who also uses developmental evaluation, believes in the centrality of program effectiveness as a core issue for evaluation. Patton (2010) also indicates that there is another form of evaluation, which he regards as important, namely the utility based evaluation (utilization-focused evaluation). This evaluation moves from the premise that evaluations should be judged by their utility and actual use. Therefore, evaluators should facilitate the evaluation process and design any evaluation with careful consideration of how everything that will be done, from beginning to end, will affect use. No evaluation should go forward unless and until there are primary envisioned users who will use the information that can be created.

Other scholars have included outcomes evaluation, which is more summative in nature as it focuses on the changes in practices that result from program activities. There is also impact evaluation, which is one of the complex evaluations since some of the impact is not easily measured and takes a longer period to evaluate. This is one of the evaluations that this work has looked on. According to McDavid et al. (2012:175):

What distinguishes evaluation from neighboring disciplines is its unique role in bridging social science theory and policy practice. By focusing on whether a policy, a program or project is working or not (and unearthing the reasons why by attributing

outcomes) evaluation acts as a transmission belt between the academy and the policy-making.

4.7.1 Outcomes and Impact Evaluation

The outcomes evaluation depends on the goals set during the planning phase of the project. Outcome evaluations measure programme results or outcomes. It gives information on whether the program was effective in meeting the set objectives. It can be said that outcome evaluation is an objectives-based evaluation. There are usually two types of outcomes which are the critical outcomes and the broad outcomes which are short and long term outcomes respectively. These broad outcomes are expected to have been achieved at the end of the project.

Impact evaluation on the other hand assesses the modifications that could be both intended and unintended which can be ascribed to a specific intervention in a project. The degree to which the program meets its ultimate goal on an overall rate provides evidence for use in policy and funding decisions. Impact evaluation would basically look at the degree of the dissimilarity between what the program achieved and whether it was relevant to have it and what might have transpired had it not been there. This means that it tries to quantify the relevance of the project in seeking to understand if whatever changes that happened after the program implementation were as a result of the program.

In the SANTED Project the specific changes that were expected by the end of the project included the following outcomes that should have been achieved:

- Improved pass rates at individual course or module level in the disciplinary areas or fields where interventions have been made. Over time this should translate into improved throughput and graduation rates. The corollary is that there should be reduced attrition (drop-out) rates.
- Higher levels of proficiency in indigenous languages among staff and students. (Framework Business Plan for Tertiary Education Development Programme, 2006:9)

It was therefore up to each institution to see to it that these broad outcomes of the multilingualism project were met. There were no stipulations as to how the processes to meet these outcomes were going to be done. Though that is the case each university had its own outcomes of the implementation plan and had set their own means to the end of reaching the outcomes stipulated. In chapter 5 when each case study is examined the different objectives will be specified. Each project host was very clear about the expected objectives and outcomes of the programme from the beginning of the project. The selection of activities of the program concentrated mostly on what the participating institutions of higher learning were already doing, in which case the SANTED project was to help them in implementation and improving the status quo.

4.7.2 Formative and Summative Evaluation

The stage at which formative evaluation is done is usually in the early periods of the program up to implementation. Formative evaluation has a role in the programs planning, process and modification as it can be done during the developmental stages of the programme or when an old programme is being reformed. It focuses more on modifying the programme and can be analysed as improvement-oriented evaluation approach. It is important that it be performed in an ongoing way so as to determine any incongruities that might arise amid the expected outcomes of the programme. Formative evaluation mainly assesses strengths to shape the programme as well as flaws in programmes for their better implementation. It actually helps in providing a soundboard to bounce ideas on processes to inform ongoing decision making and actions. Feedback is a crucial aspect of formative evaluation as it assists in the refinement of the implementation of the programme. This shows that evaluations are supposed to take place at the middle of the duration of a project and at the end of the project term. Chen's (1996) interpretation of the different evaluation theories is that many evaluations are mixed, that is, evaluations can be both formative and summative, therefore there is no need to analyse them separately.

4.8 Evaluating the SANTED Project

This research aims to assess and specify the options that are effective and relevant for the implementation of a multilingual project which is accommodated at a tertiary institution. It will suggest directions which can be chosen for a model that would be the outcomes of the multilingual program by SANTED. The intervention strategies by the SANTED project are evaluated by using implementation evaluation, summative evaluation and impact evaluation approaches. The impact evaluation are the outcome of the program which have caused the transformation in the practices of the institution and knowledge gained. The outcomes in this case are the long-term effects of the program, which will be analysed in chapter 6. In implementation the objectives of the program are converted into practise through complying with the multilingualism policy.

This research is summative in its purpose and its main objective is to achieve a closer understanding of what the issues are, what objectives have been achieved, those that have not and why. It is knowledge based on the experiences of the individual institutions. It is designed to instill new ways of behaving and to strengthen institutional initiatives and to foster amongst universities an enhanced capacity for shaping their own multilingual policies.

This evaluation study is using a research analysis, which is more descriptive and interpretive in nature. A qualitative method is used to analyse the data whereby known facts set on policy for higher education are used to produce general principles of implementation. The research methodology is participatory and the researcher and evaluator does observations which are more subjective in interpretation of the implementation process of multilingualism. The observations are meant to provide a point of view that will be useful when analysing the impact of the project. Findings are discussed in relation to the outcomes and impact of the collaborations between the two countries i.e. Norway and South Africa as well as the universities partaking in the project. A naturalistic account of the process is given and an analysis of events beyond the project are brought to the fore. This means that the evaluation examines existing practise as well as the impact of the project with the aim of establishing how the present study has contributed to expanding the knowledge base. It is in Chapter 5 that the practical implementation of multilingualism of each case study is illustrated.

The evaluation impact and outcomes can help in the decision making about what needs to be done and with what resources and also to develop best course of action. Madiba (2000:38) explains evaluation by saying that it has “to do with the assessment of the plan so as to establish if it has functioned.” When evaluating the implementation factors such as the period of implementation, capacity building, resources, and social influence are looked at. This will help in the formulation of the models that will increase multilingual education in higher education.

The type of evaluation should match the development of the program and the program activity. Hamilton (1976:88) argues that:

Project evaluation has been closely linked to innovatory than to existing curricula, it has addressed national rather than local curriculum concerns, it has been financed more by short-term external grant aid than by recurrent or permanent funds; and it has been influenced more strongly by the psychometric research tradition than by the older tradition of social policy research.

This is the kind of evaluation that has informed this work. As pointed out by Hamilton (ibid.) the SANTED project was for a particular time and funded from outside and looking at a national multilingualism implementation problem. Outcome evaluation and objectives based evaluation is done after the program has been completed. What is being observed is the program’s effect on the different institutions that partook in the multilingual projects. It is at this point that the effect of the program can be seen in and that the objectives are being met.

The SANTED project needed to give reports at the end of each month and each year and these were summative in nature. These regular feedbacks somehow did a summative and impact evaluations. The findings from this research are collated and used to analyse the implicit and explicit change SANTED has made in implementation of language policy in the various Universities.

4.9 Accountability in multilingualism implementation

The challenge with multilingualism programs is that there are no measures put in place for the practical implications of the operation. One of the important aspects of the execution of a plan is to have procedures. Accountability is essential for successful implementation of programs and ensuring intended outcomes. Each program needs to have a justification of what has been done. Lopez (1970:231) describes accountability as “referring to the process of expecting each member of an organisation to answer to someone for doing specific things according to specific plans against certain timetables to accomplish tangible performance results.”

The SANTED programme to which each university had to account used an outsourced group as the link between these institutions and the Department of Education as well as the funders from Norway. This accountability procedure helped in making sure that every member of the SANTED team was efficient. The SANTED management team’s visits ensured that the required outcomes would be met within a certain period of time. Hoffer (2000) states that formal accountability system is made out of measured outcomes envisioned to work as a quality regulating mechanism. He continues by stating that universities are supposed to transform inputs into outputs through certain productive processes using political processes to ensure democratic accountability. This means that it is the responsibility of the education management to insure the effective education. Having said that, Lopez (ibid.) distinguishes between accountability and responsibility where he points out that one can be held accountable for the achievement and fulfilment of set goals but responsibility is seen as the “essential component of authority which cannot be delegated.” The intended and the unintended consequences of the SANTED project can be attributed to the accountability of the members of the team.

4.10 Conclusion

This chapter has tried to illustrate that for each program that is planned there needs to be an implementation plan as well. Just having the implementation plan only is not enough but there needs to be execution. Each program should be designed with specific aims and objectives and these therefore needs to be evaluated so that it can be assessed as to whether the program does fulfil what it intends to accomplish. Stakeholders on language use can only advise and/or

persuade policy makers, but eventually the construction and implementation of policy on the official statuses, roles and uses of languages has to be done through legislation. That is why monitoring and evaluation of language policy in the Higher Education system at national level is among the responsibilities allocated to the CHE in the form of the White Paper on Higher Education (WP) and the Higher Education Act No. 101 of 1997 (HE Act). Even though it is necessary for the national government to do status planning, clearly there needs to be a shift away from expecting a top-down policy input, but the language users should see themselves as the stakeholders of their language and start using a bottom-up approach looking at what actually happens at the implementation level, rather than wait for the government to implement the policy. Ideologically the top-down procedure cannot work without the bottom-up one. Those at the bottom are the ones that are important in implementation as they are the users of the program created and they construct policy through their realisation of activities and in the process producing resolutions about implementation. Chapter 5 is therefore going to describe and evaluate the implementation of each multilingualism program of the institutions that were funded by SANTED.

CHAPTER 5: PROMOTION OF MULTILINGUALISM IN HIGHER EDUCATION

5.1 INTRODUCTION

The last chapter provided an introduction to qualitative approaches to language programme evaluation. This chapter presents an overview of the projects that were funded by SANTED that guided the model that is presented in this research. The chapter presents a model that is meant to address the concerns of language and multilingualism effect in higher education. It is addressing the issues of an evaluation of the strengths and weaknesses of the programmes as well as steps that will be needed to sustain what has been achieved by SANTED. The research seeks to also evaluate the impact of the processes on approaches to be used in teaching African languages in higher education. The SANTED Projects are reviewed in order to gain insight that could inform the teaching approaches which could be broadly adapted by all institutions of higher learning in the promotion of African languages in higher education. The focus on this chapter is on empirical evidence pertaining to language use in the teaching and learning in higher education especially on the implications of multilingual effects in the access, retention and success of students. It seeks to critically evaluate the educational programmes that were implemented by SANTED Project to facilitate the use of multilingualism in teaching and learning.

5.2 SANTED Multilingualism Projects as a Foundation for Multilingualism Implementation

The implementation of the Language Policy for Higher Education requires that universities develop language policies that clearly show how multilingualism will be promoted in the institutional environment and in their teaching and learning programmes. Even though most universities thus far have developed language policies that indicate how multilingualism will be promoted in general communication and environment, the implementation of multilingualism in teaching and learning programmes seems to pose a serious challenge. One of the factors could be the fact that materials developed to assist in the teaching process have been at a minimal. SANTED Multilingualism project is therefore one of the initiatives which have been taken in an attempt to overcome some of these challenges by creating needed

strategies, material as well as dealing with retention and success barriers that are linguistically inclined. Since SANTED Multilingualism Projects were placed within tertiary institutions this work is firstly going to look at the implementation of multilingualism at the participating universities so as to ascertain the environment under which the project participated. It will do this by looking at each case study and the models that were institutionalised after SANTED. Through its implementation system, each program shows what the main components of models that could be used are and how they relate to each other. Through the evaluation of implementation program an understanding of factors both internal and external to the program can be received. Chapter 4 provided the background information of the SANTED Project, this chapter will then focus on a detailed description of the implementation of the SANTED Multilingualism project in the context of each participating university.

As already been stated in the last chapter, one of the implementation hindrances has been the financial barrier which means that in some instances there have been lack of funds for driving the implementation of the multilingualism policy. Even though that is the case this is not the only aspect that has been hindering implementation as there have been political and linguistic barriers. In other instances there have been no plan or there have been inconsistent or incomplete processes of strategy formulated for the implementation. With the case of SANTED project, ways had to be made for it to link with each institution's central strategic plans and objectives, in order that it did not remain on the periphery and be unsuccessful in its co-project of implementation and end up not leaving any concrete and permanent legacy.

Even though the project deals with multilingualism the implementation varies slightly through the different universities. There is an overlap in some courses but there are courses that are found in one institution that are not being offered in another. It therefore means that the results are not the same and the different institutions may experience varying degrees of achievement due to diverse programs (Durlak, 1998). This therefore implies that each implementation process has to be evaluated independently. This study therefore needs to scrutinise each program implementation in order to understand its functioning and impacts more fully.

The findings from the study are going to be collated and models for good practise can be disseminated for other universities. This is one of the conditions of the SANTED project that

those institutions that received the funding should share the results and the models created thereafter with other institution. The agreement was that there will need to be a wider dissemination of the theories and best practises that arise from those institutions that received the funding. The three institutions had to be more like the guinea pigs at a pilot study.

5.3 Language Policy and Planning of Higher Education in context of SANTED Project

As articulated in chapter 2 and 3, South Africa has a constitution that promotes multilingualism as it enshrines eleven languages as official. According to the White Paper (2012) on higher education, all institutions need to play their role as parts of a comprehensible but distinguished whole. Their main purpose is the delivery of education and training and as well as research. Jansen (2004:126) appreciates the formal measures for democratic education that have been put in place in South Africa there is concern that some, if not most of the measures have been mere lip service. The country's languages are one of the markers of diversity and the Constitution affords a heterogeneous rather than a homogeneous society which is reflected in its policy that signal democratic principles and practices for education. Although that is the case only two of these languages are used as languages of teaching and learning. In all the South African institutions of higher learning the nine African languages have not as yet been used in this respect with the exception of a few selected courses in University of Limpopo, which use Sepedi for teaching and learning (Ramani and Joseph, 2010).

The report on the Development of Indigenous African Languages as Mediums of Instruction in Higher Education (2003:17) states that:

Provincial language policies will set the framework for the higher education institutions falling in each region of the country. This means that although higher education is a national responsibility, higher education institutions are required in certain respects to abide by regional constitutional requirements. What is needed is a framework which would enable institutions to make choices and determine priorities.

With this requirement it means that each of the participating universities in the SANTED Project has to have an indigenous language in its language policy that is associated with the language policy of the province where it is situated. UCT and Rhodes policies state that isiXhosa should be the indigenous language used alongside English and Afrikaans while at UKZN it is isiZulu.

According to a survey on the current state of African languages in institutions of higher learning in South Africa (see Appendix A) it is apparent that the previous two official languages are still the languages of teaching and learning in most institutions of higher learning. The English language has even taken over from the previously Afrikaans schools where Afrikaans has given way. According to UNESCO (2010) almost 50% of Africa's population are mother-tongue speakers of African languages but only 25% of the African languages are used in secondary education, and only 5% are used in higher education. This is cause for concern which requires intervention that could enable all learners to have equal access to education in a language that they would understand.

It is through this work that the multilingualism implementation evaluation will check if the SANTED projects were designed in accordance with the goals of the official language policies. It is also going to find the successes to build on or failure to redress. This means that the study is going to find means to contextualise the implementation of multilingualism in the higher education institutions. It will be a way of building specific responses to specific multilingualism implementation problems in tertiary institutions.

5.3.1 SANTED Project and implementation process in the University of Cape Town (UCT)

UCT is one of the four universities that participated in the implementation of multilingualism in higher education. As it has earlier been specified NORAD had partnered with the Department of Education and higher education institutions in finding solutions to some of the higher education problems. It did so willingly by supplying funding upon clearly agreed goals and policies that it intensely validated. UCT is therefore one of the universities that was to attend to and assist the Department of Education in the transformation of the Higher Education

by supporting SANTED in the implementation of multilingualism. The UCT-SANTED project focus areas were Corpus-based multilingual glossaries, Xhosa Communication skills course, Xhosa and Afrikaans for Health Sciences service courses.

5.3.1.1 Background and contextual information about UCT

According to the Language in Education Policy (1997:1) the implementation plan that each university is supposed to have aims to create an environment in which respect for languages other than one's own is encouraged, and where multilingualism should be a defining characteristic of being a South African. This policy is meant to be a foundation for each and every education institution. In turn, each university therefore had to find a strategy to respond to the Language Policy in Higher Education. This means that the conditions of the policy takes into cognisance the right of each institution to determine its practise with regards to language policy on condition that such determination is within the framework of public accountability and the Ministry's responsibility to create the policy parameters. The language policy of the HEI necessitates the University to respond to changing social needs of its stakeholders. The problem is that most of the time it is assumed that students should be assimilated into the culture of the institution. At South African universities we need connection and not antagonism. This will create 'mindfulness' and inclusivity (Langer, 1989:69)

In line with the Language in Education Policy (1997), the Language Policy for Higher Education (2001) states that, "The framework for language in higher education takes into account the requirements of the Constitution, the advice received, as well as the objectives of the National Plan for Higher Education". As it has been stated the Constitution protects language rights and section 28(2) further 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...." (2006).

UCT being one of the SANTED beneficiaries of the funding for the implementation of multilingualism had to recognise the national language in education policy as well as higher education language policy since implementation of language is supposed to be based on these policies. According to Maseko (2007:91) the UCT language policy (2003) acknowledges the role of the university in making its students ready to function in a country where multilingual

awareness and ability are important. Although that is the case at this university English is proclaimed as the main Language of Learning and Teaching. Since the LoLT is not necessarily the home language of the majority of the university population and is not easily accessible to about 25% of the student population, UCT has felt the need to find means of helping these students in gaining access and to usage of LoLT. This university therefore has decided to give the responsibility of implementing multilingual proficiency and awareness to a language policy committee which reports to senate. In fulfilling the multilingualism implementation needs of this university the mentioned committee compiled the following terms of reference:

- To formulate policy proposals on the provision of Xhosa and/or Afrikaans courses for English first language speakers for consideration by Senate;
- To monitor and promote the provision of language support for students for whom English is a second language;
- To ensure that UCT's academic policies and practices in relation to the provision of staff and student courses (relevant in terms of the aims of the Language Plan) are aligned with national policy as appropriate and relevant (e.g. as spelled out in the Skills Development Act, HEQC criteria and the Language Policy for Higher Education);
- To act as an advisory group to monitor and promote implementation of policies and plans on creating multilingual awareness and a multilingual environment;
- To monitor and review the implementation of policies and plans which directly and indirectly impact on the development of multilingual programmes and a multilingual environment

(UCT Language Policy Report, 2011:4).

The Policy continues by specifying that, "All administrative heads of department will be required, with the aid of language and literature departments, and CALSSA (The Centre for Applied Language Studies and Services in Africa), to explore and implement ways in which the aims of multilingualism awareness and proficiency may be promoted" (ibid.). This indicates that even though the language used at UCT is English the university strives for

multilingualism and its implementation. The language organisations within the university are supposed to be involved in strategic planning processes to help the university in repositioning itself so as to be able to meet the government policy requirements as specified in the Higher Education Policy as well as by the pressure for change which is necessitated by the altered social, political and cultural context. Remarkably the mission of the university is to transform the university into “an outstanding teaching and research institution that addresses the challenges facing our society”. It therefore stands to reason that the fundamental aspect in teaching and learning which is language has to be redressed so as to make the university accessible to all.

The UCT’s language plan was established in 2003 and although it advocates many languages as already mentioned it still promotes English as the language of teaching and learning in the university. The fact that the university has a diversity of languages is acknowledged in its language policy report. The UCT report states that:

However, the university’s language policy advocates many languages of communication. It takes as its starting point the need to prepare students to participate fully in a multilingual society, where multilingual proficiency and awareness are essential. It also commits itself to ensuring that all students and staff have access to effective literacy in English. The language policy recognizes our linguistic diversity as a resource rather than a problem which resides in individuals. It also recognizes the personal, social and educational value of multilingualism and of the language development. (University of Cape Town 2003:1–2)

This language policy can be regarded as one of the progressive policies and one that complies with the stipulations of the Language Policy for Higher Education. Clearly it advocates and enhances the use of the diverse languages in the education setting. It is then within this paradigm that South African higher education institutions must operate in implementing multilingualism and realise their own language policies which are relevant to the diverse nature of the country. UCT Language Policy endorses multilingualism in teaching and learning programmes so as to assist second language speakers. Even though the policy and the language usage plan is clearly stipulated the challenge is with how successful has the university been in putting the policy into practise.

Unlike with the other SANTED multilingualism programs which were housed by the African language departments the UCT project was accommodated by the Multilingualism Education Project (MEP). This project at UCT is hosted by the Centre for Higher Education Development (CHED) which is managed by a Senate Language Policy Committee chaired by a Deputy Vice Chancellor or nominee. One of its objectives is to, ‘provide a flexible and supportive curriculum framework that caters for a wide diversity of educational preparedness’ (UCT 2014 Teaching and Learning Report).

CHED’s mission is to promote equity of access, effectiveness of teaching and learning and the enhancement of curriculum, with the twin aims of improving student success and ensuring that UCT’s graduates are globally competitive, locally relevant, socially responsive and fully representative of South Africa’s diverse population. (UCT 2014 Teaching and Learning Report). MEP was approved based on the University’s Language Policy and Plan by Senate and Council and was launched in 2005. It is understandable that SANTED multilingualism program was hosted by MEP. MEP objectives are similar to what SANTED Multilingualism Project wanted to achieve. The objectives are as follows:

- To provide guidance on how to foster a multilingual environment within the University;
- To ensure the consolidation of existing multilingual and language development Projects’;
- To ensure the development of appropriate multilingual materials in the curriculum in order to support students for whom English is a second language;
- To ensure the development of communicative, workplace-orientated courses in Afrikaans and Xhosa for staff and students
- To promote the intellectualisation of Xhosa and other relevant indigenous African languages for use in different academic disciplines. (UCT 2014 Teaching and Learning Report).

The key principle of Multilingualism Education Project at UCT is to present guidance on how to promote a multilingual environment within the university and to implement multilingualism in teaching and learning programs. Both projects have as their core objective the fact that they seek to make students to partake fully in a multilingual society, where multilingual proficiency and awareness are vital.

5.3.1.2 Curriculum and student diversity

According to Pinar (2004) curriculum development is concerned with reviewing, planning, developing, implementing and maintenance of the curriculum. It encompasses or identifies what is working well, issues and concerns, development of curriculum plan as well as progress and field test of curriculum programmes. By multilingualism implementation it means that there is a curriculum development and this role could be socially transformative. A vital process of university transformation is its curriculum which is supposed to promote tolerance of linguistic and cultural diversity. Through the SANTED program the UCT's curriculum development process had to comply with the proposal that fosters and contributes to equity and redresses past and present inequalities. The UCT language policy allows for diverse language groups to study at this institution. Its policy allows for the different language groups to co-exist. The cumulative diversity in almost all the South African educational institutions necessitates that these institutions teach and cope with learners that come from different backgrounds, languages and cultures.

Since handling diversity in education is complex, educators are supposed to come up with ways of teaching that recognise the legitimacy of differences. In implementing multilingualism the programme required an environment that allows for the educators to firstly do a reappraisal of themselves in comparison to the institutional ideologies on how to transform the curriculum. There is a need to broadly facilitate and manage learner diversity. As a result of trying to implement a transformed curriculum that uses multilingualism, the teaching and learning tools or models have to be revisited.

As already been pointed out in the earlier chapters no clear implementation of multilingual policy has been set out. Jansen (2004:126) points out that, "policy is not practice, and while an

impressive architecture exists for democratic education, South Africa has a very long way to go to make ideals concrete and achievable within educational institutions”. The UCT curriculum does not necessarily accommodate for its diverse students as its language of learning and teaching is English. The statistics of the students at this university since the 2010 which is the last year of the SANTED project to four years later -2014 is as follows:

Table 1

STUDENT ENROLMENT					
Student enrolments by population group 2010-2014					
	2010	2011	2012	2013	2014
African	5 274	5 674	5 890	6 137	6 183
Coloured	3 559	3 599	3 424	3 546	3 601
Indian	1 649	1 655	1 683	1 705	1 813
White	9 005	8 826	8 604	8 360	8 093
Other	701	868	1 593	1 667	1 993
International	4 584	4 679	4 611	4 703	4 674
Total	24 772	25 301	25 805	26 118	26 357
Student enrolments by gender 2010-2014					
	2010	2011	2012	2013	2014
Female	12 790	13 127	13 452	13 709	13 864
Male	11 970	12 152	12 336	12 400	12 489
Undeclared	12	22	17	9	4
Grand Total	24 772	25 301	25 805	26 118	26 357

(UCT 2014)

From the year 2007 of the commencement of the SANTED project the ‘South African (SA) black, coloured and Indian students together made up 40% (39% in 2007) of the total enrolment, and just over 50% of the South African student enrolment’ (UCT Teaching and Learning report, 2008). Also according to the UCT Language Plan Report (2005-2010):

In the last three years, on average, 65% of the overall UCT student population declared English as their first language. The remaining 35% have home languages which include all of the official languages, as well as many other African, European and Asian languages. Together, first-language speakers of English, Afrikaans and Xhosa speakers comprise approximately 81% of the overall student numbers at present.

This indicates even though the majority of the speakers are English speaking UCT still has a very varied linguistic population. The same language plan acknowledges that, 'at present, there is a particular problem as regards throughput of students for whom English is a second/foreign language. In several programmes/degrees, the discrepancy in throughput rate between English first-language and second language students is currently over 20%' (UCT Language Plan Report 2005-2010). In most institutions the extent of linguistic diversity within each institutions relies on the level to which students are lobbied across the country as well as nationally. According to the Language Policy for Higher Education (2002):

The challenge facing higher education is to ensure the simultaneous development of a multilingual environment in which all our languages are developed as academic/scientific languages, while at the same time ensuring that the existing languages of instruction do not serve as a barrier to access and success.

With the kind of language problems mentioned above it is understandable that there would be discrepancies with access and success of the students who come from different backgrounds and especially those who used to be marginalised. The role of language and access in higher education cannot be underestimated it is critical to ensure the rights of learners to realise their full potential to participate in and contribute to the social, cultural, intellectual, economic and political life of South African citizens.

With the SANTED intervention there were no major changes rather than focusing on what the university deemed as essential in the promotion of multilingualism. The main emphasis of SANTED was to help this university to realise its goals and to help them do things even better. In this case the impact of changes done by the introduction of SANTED could only be

measured through improved and more effective methods of achieving significant tasks within the university.

This university therefore focused on the following tasks which was intended to promote multilingualism. These are the areas they concentrated on:

- (a) Language acquisition (second language teaching) – Xhosa Communications skills for students and staff members
- (b) Indigenous language speakers support material – Multilingual Concept Glossaries and development of Machine Translation

The above areas were promoted during the SANTED tenure through the following projects:

- (a) The Xhosa Communication skills course for staff
- (b) The Xhosa Communication skills course piloted in three Students Residences
- (c) The Xhosa for Law course
- (d) Special Language Corpora for Statistics and Maths, Law, Economics, Physics and the Health Sciences
- (e) Three glossaries for Statistics and Maths and Economics translated from English into all the other nine official indigenous languages of South Africa and Afrikaans
- (f) The Online Multilingual Glossaries Hypermedia developed on Vula for the glossaries
- (g) CD ROMS for the ‘Becoming a doctor’ course in the Faculty of Health Sciences (4 for Xhosa and 4 for Afrikaans).

Since this project was not housed under a languages department its focus was more on supportive material rather than teaching and learning except for teaching communications skills courses. It therefore stands to reason that its role was more supportive in nature. For example, glossaries, supported the improvement of conceptual understanding for students in the conversion from one language to the other. The choice of courses to work with was

influenced by the reasoning that these particular disciplines have highly technical language that is not necessarily easily understood by even first language speakers of the English language.

Nkomo and Madiba (2011:146) in referring to the glossaries created ask the question ‘Which discipline is responsible for the production of glossaries?’ In responding to their own question which is somehow rhetoric, they say, ‘there are at least three established practical fields or disciplines to which the compilation of glossaries have been or may be attributed. These are *glossography*, *terminography/terminology* and *lexicography*’. This is a way of showing that when implementing multilingualism they started with doing corpus planning which would be developing the language while it was being used (Bamgbose, 2011). The multilingual glossaries that are compiled support concept literacy for students for whom English is not their first language. These non- mother tongue speaker’s terminologies are created ‘by translating English terms or coining new terms in these languages to exploit the native language competence of most students’ (Nkomo and Madiba 2011). Most scholars feel that it is imperative to develop material in African languages to support the English language which is in most higher education institutions the domineering language and is the Language of teaching and learning (Wolff, 2002; Dalvit, Murray & Terzoli, 2009)

5.3.1.3 Resources in Teaching and Learning of African Languages

The implementation of multilingualism at UCT did not necessarily start with SANTED but SANTED injected funds so the project could progress. Madiba (2010) proclaims that the Multilingual Glossaries Project at UCT was adopted as one of the university’s approaches to implement its Language Policy which was adopted in 1999 and revised in 2003 as well as the Language Plan developed in 2003. As part of language policy of UCT it was a requirement that the glossaries be developed for non-mother tongue speakers of English for their understanding of concepts and vocabulary of diverse content-learning areas that have been mentioned above.

Even though UCT has students from diverse language backgrounds the main indigenous language according to the language policy of the university and the Western Cape Province is isiXhosa. IsiXhosa is the official language that is used and recognized together with English and Afrikaans. As a result of this factor the indigenous language that the SANTED included

for multilingualism implementation in this institution is isiXhosa. This is the language that is relevant in the Western Cape Province since it is the indigenous language used by the majority of the people in this Province. Its relevance is even more for the discipline-related courses where the students are expected to do their practical with the local people.

SANTED funding was instrumental in the development of discipline related courses such as Health Sciences, Education, Social Development and Law. The course developed from Elementary level (Basic Xhosa) to Intermediate levels (Intermediate 1 & 2). To meet the staff member's communicative needs an isiXhosa communication skills course was piloted in 2006 with about 60 staff members from the Centre for Higher Education Development (CHED) and the University Libraries (Madiba, 2010). By the end of the SANTED project this number had more than doubled and this being caused by the acknowledgement of the importance of understanding the other and how empowering multilingualism is.

For those students who have English as an additional language glossaries were created to assist with teaching and learning. The corpus-based multilingual glossaries provide contextual examples of terms in order to enhance their understanding. For extraction of terms, the SANTED team used WordSmith Tools to create wordlists from small sample of specialised corpora of texts in the respective disciplines of Statistics, Maths, Economics, Law, Health Sciences and Physics (Madiba (ibid). According to Scott (2010) the WordSmith tool is a combined set of programs for looking at how words behave in texts. It shows a list of all the words or word-clusters in a text, set out in alphabetical or frequency order. It could be used for lexicographic work such as lemma selection, identification of examples of word usage and definitional information.

The SANTED funding also assisted in the development of the Online Multilingual Glossaries Hypermedia on Vula, which is the University Online Environment developed by the Centre for Education Technology and powered by Sakai. Vula afforded students with easy access to use the multilingual and other online courses. Once the UCT SANTED team had completed extracting the terms, the glossaries were uploaded on this online environment. Except for this use, Vula Multilingual Glossaries Hypermedia has supplementary functions such as Chat room, Forums and Blogs which are beneficial in allowing EAL students to participate

interactively with the terms and concordances. It allowed students to give feedback and remarks in the comment spaces supplied for each term. “This networked Online Learning Environment provides EAL students with easy access to the multilingual and other online courses” (Madiba, 2010:242). This is an advantage as the tool that is used at this institution for glossary formation helps the language to grow as it is being used.

The machine translation engine was to translate between English and African languages as well as between African languages themselves. This project was carried out in collaboration with the Department of Electrical Engineering using Text-to-Speech technology and machine translation. Two machine-translation engines for African languages with a Graphical User Interface which performs basic translation using Moses, which is an open source tool were developed. Madiba (ibid) quoting Wildsmith-Cromarty (2008) points out that, ‘the translatability of academic discourse from English into African languages poses a serious challenge’. Even though that is the case translation equivalents play an important role for the program. He continues by confirming that, ‘we are aware that simply giving word lists in African languages does not give English as additional language student’s access to academic concepts. What is more important for English as additional language students is how they are made to engage with the different concepts in ways that promote the development of high thinking order skills’ Madiba (ibid).

Through the use of corpus-based multilingual glossaries the student is not only expected to memorise the terms but to engage with them. In this case Vygotsky’s (1986) socio-cultural constructivist theory is used in order that the student learns the concept not necessarily the word. Madiba (2010) argues that conceptual difficulties of English as additional language for students can be prevailed over by corpus-based multilingual glossaries. His argument is based on Vygotsky’s theory that the development of mental structures is influenced by internal factors as well as external factors such as social and cultural factors, it is therefore why the pedagogy used is that of language in context. He sees this model of instruction as a useful framework of pedagogic intervention. Madiba (2010:236) referring to Vygotsky (1986:170) constructivist theory states that:

the student's, development of scientific concepts requires deep learning processes, that is, the understanding of concepts and their relationship with other concepts which may be hierarchical, subordinate and coordinate in the content domain.

The glossary development can then be regarded as one way of achieving the goals of SANTED that are set on making higher education institutions multilingual. The intervention to both African language speakers as well as English language speakers enables the students to not only speak each other's languages (in the process being multilingual) but to be multicultural as well. By making the university multilingual that addresses some of the access, success and retention problems of second language speakers in the university.

According to Strategy and Tactics (2004:47),

[a] number of Black participants reported having difficulty with English. Whilst there was a general agreement across all groups that there has to be a common language of instruction, and acceptance of English as the language of instruction, Black students in particular felt that English was a significant barrier to learning.

There are UCT students who felt that the language of teaching and learning had an alienating effect and was a hindrance to access to education. The terminology that was development is therefore supporting these students. Although that is the case, the function of these supporting materials is two pronged. Except for being a resource for learning, it is also helping in the development of African languages and its scholarship. The intervention is not just to uplift or making visible the previously disadvantaged languages and diminishing that of the previous official languages of South Africa but it is about making sure that the underdeveloped languages can be promoted in order to generate a suitable multilingual and effective cognitive and intellectual environment. Through the processes at UCT of making the University multilingual the African languages were becoming intellectualised and being developed in the process. This is an approach seen by Cooper (1989) that languages develop through use as form follows function and not the other way round.

5.3.1.4 Discussion on Programme Implementation

As already been mentioned in the previous section (5.3.2) another way of implementation of multilingualism except for the creation of material or tools for supporting EAL students is through communication skills courses for language acquisition. There are several courses that were prepared to promote multilingualism in this respect. These have already been mentioned but not elaborated as to how they were implemented. Each course had to be developed according to unit standards and had to be SAQA approved before it could be effected. In the SAQA Act (1995), ‘standard’ means, registered statements of desired education and training outcomes and their associated assessment’. The South African Qualifications Authority (SAQA) was established by Parliament to:

- Advance the objectives of the NQF;
- Oversee the further development and implementation of the NQF;
- Co-ordinate the Sub-Frameworks.

According to the National Qualifications Framework Act 67 of 2008 the National Qualifications Framework (NQF) is “a comprehensive system, approved by the Minister of Higher Education and Training, for the classification, registration and publication of articulated and quality-assured national qualifications and part-qualifications”. Its objectives are to:

- Create a single integrated national framework for learning achievements;
- Facilitate access to, and mobility and progression within, education, training and career paths;
- Enhance the quality of education and training;
- Accelerate the redress of past unfair discrimination in education, training and employment opportunities.

According to the NQF its objectives are intended to provide for the full personal growth of each learner and ‘the social and economic development of the nation at large’. It is therefore appropriate that when developing a new course it has to go through all the appropriate procedural requirements of the NQF. The UCT-SANTED courses therefore needed to be piloted and to be SAQA approved before they could be implemented. Since Beginner isiXhosa and Afrikaans for medical students are used in the Medical School these courses therefore

needed to comply with a Center for Health Services. When discussing Pilot-testing a curriculum the International Training and Education Centre for Health (I-TECH) Technical Implementation Guide #3 (2010) pronounces that it is an important aspect of quality control. The I-TECH (2010:1) guide mentions that:

The purpose of piloting a curriculum is to make sure the curriculum is effective, and to make changes before it is distributed or offered widely. Piloting a curriculum helps to identify which sections of the [proposed] curriculum work and which sections need strengthening. The process should include a comprehensive evaluation of the curriculum's effectiveness and usefulness in achieving the course's training objectives. The information gathered from the pilot is used to strengthen and improve the course content, materials, and delivery strategies in the next version of the curriculum.

Based on the pilot course, the final curriculum for the beginners' course for staff was developed and this, together with the development of teaching and learning materials began with SANTED funding. 'Masithethe isiXhosa' - Staff Course is a three months course which has twelve sessions of one hour each (See Appendix J). A mini-Xhosa-English glossary was developed to assist learners with learning the common vocabulary used in the course manual. The vocabulary was extracted from the corpus developed from the manual using WordSmith Tools as discussed in the previous section.

A CD ROM for the Beginners course which contains dialogues drawn from the course manual was also developed. The assessment at the end of the course was optional. Those who opted for assessment were awarded a certificate of completion if successful. Those who opted against the assessment would get a certificate of attendance provided they had attended a minimum of ten lessons. In collaboration with the School of Languages (Xhosa Section) and the Faculty of Health Sciences, the CD ROMs were developed for the Becoming a Doctor Course (Badr) in the Health Sciences for students who doing isiXhosa and later another one developed for Afrikaans Service courses. The course is taught in a way that it has solid emphasis on conversational skills which are centered on the task-based approach to second language teaching (See Appendix J). Task-based language teaching (TBLT), focuses on the use of realistic language and on asking students to do meaningful communicative tasks using the

target language. Here they learn the basic skills of communication with patients, especially the ‘Becoming a Doctor’ course is playing a big role on achieving the desired proficiency levels in isiXhosa.

According to The Times Report (2018) the UCT “Becoming a Doctor” course has worked for several doctors. One of the doctors who had done the course on being interviewed stated that:

“Speaking with my patients in a language they understand makes my life as a doctor so much easier. It’s easy to establish rapport and it just opens the gates of communication in a different way. Patients relate to you so much better when addressing them in their mother tongue and don’t feel so distant from the treating doctor. It takes away those invisible barriers.” The convenor of the “becoming a doctor” course, said the bedside programme requires students to communicate with their patients for about seven weeks, take medical history and give feedback in Xhosa or Afrikaans. He said that by the time they left medical school, most students were so confident that they no longer needed interpreters, who posed a threat to doctor-patient confidentiality.

The courses rendered did not only benefit staff members and medical school students only but they were extended to a few residences for communication skills amongst the students in residences. The courses have not only benefited the students linguistically but they have been culturally empowering as well.

5.3.1.5 Challenges of implementation

A few observations can be made regarding the implementation of multilingualism at tertiary institutions with diverse populations as is the case at UCT. The first challenge is with an increasingly diverse student population, lecturers face the challenge of dealing with students who have different values and ethics from their own. Even though the students are diverse the staff population majority remain mostly monolingual. Staff members are firstly wary of moving from their comfort zones and be made to learn a new language when they have been using English for the greater part of their academic lives and life in general.

After buying in to the usefulness of the staff course staff members found it hard to continue with it until completion because of other academic and administrative commitments. As a result they needed continuous motivation. They also needed to be made aware that it is not a case of increasing the visibility of other languages and decreasing that of English. It is about developing and promoting some languages in order to create an appropriate multilingual and effective cognitive and intellectual environment, one that does not exclude others because of the language they speak but all languages are recognised for their function. They needed to be encouraged to embrace multilingualism in South African universities we need as a way of forging strong intercultural connections and ameliorating resistance to social cohesion.

When the UCT - SANTED Multilingualism Project co-ordinator was interviewed about the challenges of promoting multilingualism at the UCT campus he confirmed that, given the lack of clear frameworks or a model to facilitate the development and use of multilingualism in the South African education sector, the curriculum development of the isiXhosa courses was challenging. There had to be a course design developed for the specific purposes of the different disciplines. The course is designed in such a way that it has three stages which are taking the patient's personal information, social history and conducting the actual diagnosis. The interviews done by the student with the patient requires the students to understand key terms that are central to the diagnosis.

According to the SANTED Multilingualism Project co-ordinator creating the manuals for this course was cumbersome because of general lack of isiXhosa terminology that had previously been used in the different disciplines. After having the course manuals in place the problem was with finding suitable tutors because there are not enough well trained tutors for teaching African languages as second languages in the country since African Languages curriculum concentrated more on descriptive linguistics and literature more than on task-based second language teaching. There was also a need to get people with expertise in human language technology especially to run the Machine Translation Project since this is a fairly new field in South Africa and not much research and training has been done in it. There is also a need for an in-house translator since outsourcing this job proves to be rather expensive. The fact that the project relies on outside funding for sustainability is a problem since the funding of projects usually has a short life span. There was a need for the university to take the project over after

the SANTED term but that was not even possible since it is not housed in a department of learning and teaching but at a supporting division (See Appendix F, the SANTED evaluation questionnaire).

5.3.2 SANTED Project and implementation process in the University of KwaZulu-Natal and Durban University of Technology

In their proposal for the SANTED multilingualism program to promote access and retention of students, the University of KwaZulu-Natal and Durban University of Technology decided to work collaboratively. The two tertiary institutions are based in KwaZulu Natal and their province has isiZulu and isiXhosa as the indigenous languages in their language policies. For the implementation plan the two institutions had to work together and form one business plan. The academics and administrators of both institutions saw the benefits of collaborating in the implementation of multilingualism which is envisioned in their language policies. The SANTED administrators welcomed the suggestion that they work under one umbrella as UKZN/DUT SANTED Multilingualism program (Hlongwa, 2010)

5.3.2.1 Background and contextual information about UKZN/DUT

According to the language policy of KwaZulu-Natal the main official languages spoken in KwaZulu-Natal are isiZulu, English, isiXhosa and Afrikaans. This policy states that it ‘encourages the learning of all provincial main official languages so as to promote provincial unity and linguistic and cultural diversity’ (KZN Provincial Language Policy, 1998:3). Even though there are four provincial official languages of KwaZulu-Natal, the language that is spoken by the majority of the people in the province is isiZulu. The South African National language policy refers to the fact that in different provinces there might be more than one indigenous language included in the policy. It states that the ‘striking characteristic of multilingualism in South Africa is the fact that several indigenous languages are spoken across provincial borders; shared by speech communities from different provinces’ (The National Language Policy Framework, 2003:5).

The University of KwaZulu-Natal as well as the Durban University of Technology policies respond to the KwaZulu-Natal province's language policy as well as the National Language Framework by promoting the implementation of multilingualism. The policy for UKZN acknowledges three of the provinces four official languages of KwaZulu-Natal and these are isiZulu, English and Afrikaans. It seeks to elevate the indigenous language isiZulu to the academic status of English. UKZN Language Policy (2006) states that:

[It] identifies with the goals of South Africa's multilingual language policy and pursues to be a key player in its successful implementation. There is a need to develop and promote proficiency in the official languages, particularly English and isiZulu... Proficiency in isiZulu will contribute to nation building and will assist the student in effective communication with the majority of the population of KwaZulu-Natal.

The UKZN language policy further states that the university intends to develop isiZulu so it can be used for higher domains in the academic fraternity. It also states that "In order to ensure that language does not act as a barrier to access and success, the University shall provide language and academic literacy development programmes in English and isiZulu". It envisages that this will be possible through implementation processes that will empower isiZulu (See Appendix B). The strategy that is envisioned is through corpus planning. In order for isiZulu to be promoted it requires the development of needed terminology and development of dictionaries as well as relevant teaching and learning material. It intends to have a working relationship with 'PANSALB, the Ministry of Education and the Department of Arts and Culture who are also obligated to promote indigenous languages/ previously disadvantages South African languages' (UKZN Language Policy, 2006).

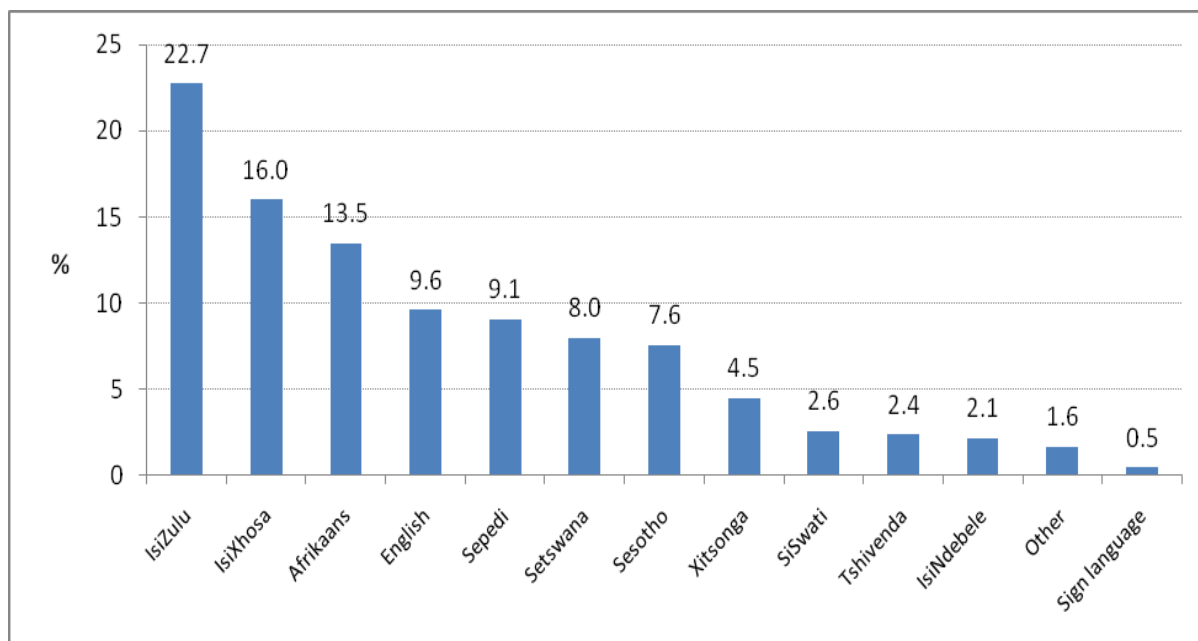
In the promotion of multilingualism the university believes that additive bilingualism should be promoted. Instead of replacing English with isiZulu, English should continue in its position as the language of teaching and learning while isiZulu is developing to be on par with English. This means that the intention of the policy is for these languages to work together. Wildsmith-Cromarty (2009) believes that the promotion of African languages as media of education can be a challenge if the languages are not developed to be used as academic/scientific languages. The main mission of the DUT's Language Policy (2010) is to promote multilingualism. The policy states that:

... [the institution] is committed to the process of moving away from a single medium institution and pursuing “the simultaneous development of a multilingual environment in which all our languages are developed as academic/scientific languages while at the same time ensuring that the existing languages of instruction do not serve as a barrier to access and success (Ministry of Education: 5 para.6).

In this statement the DUT policy intends to comply with the language policy of HE by encouraging multilingualism and multiculturalism. Unlike that of UKZN, the DUT policy does not have clear plans of language policy implementation, but affords the university time to still use English as language of learning and teaching. It uses sentences like, “overtime [will] strengthen the study of South African indigenous languages, where necessary communicate in another language for staff especially when issuing university notices, newsletters and council communiques” (See Appendix C). Even though that is the case both institutions of higher learning are keen to implement multilingualism.

IsiZulu is spoken by the majority of the people in South Africa even though the language of teaching and learning is English in almost all the universities of South Africa. According to Statistics SA (2011) Africans have the highest number in KwaZulu-Natal with 86.8% and the highest percentage of this number speak isiZulu which is more than three quarters of the population of this province, as Figure 1 below shows.

Figure 1: Distribution of the population by first language spoken (percentage)



Statistics SA (2011)

A survey done by National Income Dynamics Study (NIDS), show that languages are divided according to population groups. This confirms that language is part of a person’s identity and that the vast majority of adult South Africans speak an African language as mother tongue.

Table 2. Home language spoken among South Africans (15 years and older), 2008 (10 years ago)

Population Group	African	Coloured	Indian	White
IsiNdebele	1.7	0.2	0.1	0.0
IsiXhosa	22.8	0.9	0.9	0.0
IsiZulu	29.4	1.1	2.0	0.1
IsiPedi	13.1	0.1	0.0	0.2

Sesotho	12.3	0.1	0.4	0.0
Setswana	9.6	0.6	0.0	0.7
SiSwati	3.0	0.0	0.0	0.0
Tshivenda	2.0	0.0	0.0	0.0
Xitsonga	3.9	0.0	0.0	0.0
Afrikaans	0.8	70.1	4.1	58.1
English	1.0	26.7	91.5	40
Other	0.6	0.2	1.1	0.9
TOTAL	100	100	100	100

Source: NIDS 2008

Note: The data have been weighted to represent population estimates

About 64% of student population at UKZN is African and they speak African languages. These students do not experience their languages being used as medium of instruction. Even the language policy of the university which framed SANTED acknowledges the use of English for teaching and learning although it encourages the use of isiZulu and has a plan for its use in future. The Ministerial Report on the Development of Indigenous African Languages as Mediums of Instruction in Higher Education (2003:6) cautions that the future of African languages as academic languages is hopeless, “unless a long range plan is devised that can be concertedly implemented over the next two to three decades”.

UKZN is keen on implementation of multilingualism on its campuses even though it might seem as a cumbersome exercise since this is a widely spread university which has five campuses which are Edgewood, Howard College, Medical School, Pietermaritzburg and Westville. These campuses have four colleges at UKZN, namely Agriculture, Science and Engineering, Health Sciences, Humanities and Law & Management. Pietermaritzburg campus offers different academic degrees and is the only one focusing on Agriculture, Theology and

Fine Arts. Howard College offers a wide range of degrees. It has a large engineering department. The College of Humanities and College of Law and Management are also positioned on this campus together with the Centre for Creative Arts (CCA) and the Elizabeth Sneddon Theatre. Westville offers a range of degrees, and has commerce and management. Edgewood has Faculty of Education and Nelson Mandela Medical School. The many campuses could be as a result of having been two tertiary institutions before the merger between the University of Natal and the University of Durban-Westville. Implementation plan needs to be managed well between all the campuses.

At the University of KwaZulu-Natal the SANTED Multilingualism project was located within the School of isiZulu Studies in the Faculty of Humanities, Development and Social Sciences. Humanities and Health Sciences have been the leading faculties in the implementation of multilingualism (Ndimande-Hlongwa, 2010). Each program had to have a sub co-ordinator that would report to the main SANTED UKZN/DUT Project co-ordinator. This made the managing of the project less complicated as all the leaders would have regular meetings and workshops on the best practices to implement multilingualism.

Similarly to UKZN, the Durban University of Technology (DUT) is a result of the amalgamation between Technikon Natal and ML Sultan Technikon University of Technology in KwaZulu-Natal. It was previously known as the Durban Institute of Technology. It also has five campuses in Durban and two in Pietermaritzburg. The fact that UKZN and DUT are both multi-campus tertiary institutions needed management that would encompass all the campuses in implementation of the program. The collaboration in a joint research project entitled: “Multilingualism to Promote Access, Retention and Successful Professional Training” in partnership with the South Africa-Norway Tertiary Development Programme (SANTED) required a different strategy from the other universities who were doing the same project.

The SANTED Multilingualism project was therefore divided and managed according to the needs of the different campuses. The two tertiary institutions worked together and involved champions from different professional disciplines who were willing to assist in promoting multilingualism among their students. According to Ndimande-Hlongwa report (2010) the

implementation of multilingualism was divided in the following manner, ‘with Dental Assisting at DUT; and with Psychology, Education and Health Sciences at UKZN. Applied Linguistics specialists also contribute expertise in the areas of translation, language teaching and language acquisition’. She continues by pointing out that, there were collaborations within faculties and different schools. She makes an example of Masikhulume isiZulu Programme which was meant for staff members within the Faculty of Education. This course was a collaboration of the School of Education Studies and the School of Language, Literacies, Media and Drama Education, and it was meant to assist staff members teaching in a variety of modules related to early childhood development (maths numeracy, language and literacy, as well as early childhood studies).

The College of Health Sciences has four schools, namely Clinical Medicine, Health Sciences, Laboratory Medicine and Medical Sciences, as well as Nursing and Public Health (College of Health Sciences, 2014). The College took the initiative in terms of addressing the language requirements of staff and students in various ways. Starting with students’ needs, the Health Sciences curriculum necessitates that their students register for isiZulu for Professional Purposes. In terms of staff, both academic and support staff have already started to learn isiZulu at a basic level. This initiative began through the SANTED project and other staff members took part in the Human Resource isiZulu short course.

5.3.2.2 Curriculum and student diversity

As has been alluded to in 5.4.1 the implementation processes for the UKZN/DUT program needed complementarity and synergies between the participating campuses within each institution and amongst the two tertiary institutions. There is reason to explore the execution of multilingualism implementation in this project as it presents a complex setting. The key focus of each partnership is how they are able to implement and sustain the use of multilingualism in the different courses. In each partnership, the goals of the project were molded according to the needs of the discipline involved and its teaching and professional context.

The approved project objectives for both institutions were as follows:

- To enable non-Zulu-speaking staff and students to learn isiZulu and to begin to use it, selectively and as appropriate and feasible, for teaching and learning;
- To develop additional staff capacity in teaching in isiZulu;
- To develop the requisite disciplinary terminology and some teaching materials in isiZulu;
- To develop a model for working towards multi-language teaching and learning;
- To produce graduates who have the capacity to interact professionally in both English and isiZulu with their clients, as appropriate (Ndimande-Hlongwa, 2010).

The SANTED project was instrumental in supporting the promotion and development of isiZulu as well as promotion of multilingualism in the two campuses. Before the SANTED Project, UKZN/DUT had already started responding to the Higher Education policy which needed the promotion of multilingualism as both institutions were already offering short courses in isiZulu to academic and support staff. A measure of these institution's long-term objectives were to promote and develop language proficiency in isiZulu; to produce graduates who have the ability and capacity to interact professionally in both isiZulu and English; and to contribute to the advancement of a specialised discourse in isiZulu.

South Africa, just like the rest of the global world, is a multilingual society and therefore professionals who train in tertiary institutions should be equipped with skills that enable them to respond to the linguistically and culturally diverse context. The curriculum should be planned in a manner that guarantees "the maximisation of learning opportunities" (Moll 2005: 9) of students through thoughtful and beneficial teaching methods. This means that the curriculum should be responsive to the prevailing market demand by incorporating the necessary knowledge and skills of a diversified environment.

During the interviews for this research the co-ordinator of SANTED Multilingualism Project at UKZN, Ndimande-Hlongwa confirmed that the integration of isiZulu in their courses was done in selected disciplines by translating certain course materials into isiZulu and by using isiZulu as a language of instruction for tutorials. Ndimande-Hlongwa (2010) suggests that, to

implement multilingualism in these institutions, the main procedures to be taken would be to have a clear structure of the project. Each implementation process would have to depend on the disciplinary context and on factors influencing the language within the institutions, such as the existing language skills of the student intake; the capacity already existing among teaching staff; the availability or otherwise of the requisite terminology and the communicative needs of professional practice.

IsiZulu is mostly spoken in KwaZulu-Natal as a communicational language and less used in higher domains, as this is the role mostly reserved for English. The South African constitution gives every member of the community the right to use his or her own language. As pointed out in 5.4.1 the UKZN policy acknowledges the multilingual nature of the university community and advocates for the enhancement of isiZulu development in all its courses which would also refer to all campuses. Ndimande-Hlongwa (2010) discusses that short courses were created for students and staff to learn additional languages and to help students registered for professional degrees such as Nursing, Psychology, Education and Dental Assisting to learn the language of their clients in order to afford a more operational service to the public.

Language has always been a highly contested subject, especially in South African education, including the initiative for mother-tongue based education or access of international languages of teaching and learning like English which is ‘unassailable but unattainable (Alexander 2000). Regardless of the government’s commitment for multilingualism and the promotion of language rights in all domains of public life, the curriculum does not necessarily mirror the multilingual nature of the South African education sector. The majority of the tertiary institution educators are unable to use the language of the learners. The multilingualism implementation effort therefore enables the higher education staff members to develop communicative proficiency in their work.

Teacher training needs a multilingual pedagogical approach that breeds teachers that are sensitive to learners’ individual cognitive and affective differences. This creates competent teachers who have highly developed cross-linguistic and metalinguistic awareness and who serve as models for their learners. Through the *Masikhulume* Programme the Education Department staff members (all first language speakers of English) were able to learn isiZulu.

This course was open to both academic and support staff and the material developed was a practical course suitable participants with zero knowledge of the language.

Not only did the multilingualism implementation take place within the education and the nursing fraternity but students who cannot speak isiZulu from different professional disciplines were required to complete at least one course in basic isiZulu proficiency. These were means to prepare them to adequately function and be able to linguistically accomplish the needs of their future isiZulu speaking clients. The same measures were used to learners of Psychology for their prospective professions. Engelbrecht (2010) quoting Collins (2005) argues that when ‘neither the medical practitioner nor the nurse understands the language of the patient, it causes miscommunication which leads to the lack of quality health care. Furthermore, the nurses lose the advocacy role they play within the health team’.

5.3.2.3 Resources in teaching and learning of African Languages at UKZN/DUT

When asked about the formulation of resources for teaching and learning at UKZN and DUT during the interviews for this research the co-ordinator of SANTED Multilingualism Project at UKZN, Ndimande-Hlongwa articulated that to enable the teaching and learning of the isiZulu to non-mother tongue speakers, terminology was developed. Terminology was also developed to support the further acquisition of English by speakers of isiZulu. DUT employed different approaches of terminology development as a resource for language learning. The first approach involves formulating a term list/a technical dictionary where a source text has already been compiled, which is the method adopted by government in the terminology development already undertaken. In this approach IsiZulu equivalents only are given. A second approach involves formulating a term list when a source document has to be created from scratch. There are two phases in this approach, namely the source term phase, and the secondary term creation phase (See Appendix F, 5.3).

Terminology development is one of the major activities that were done by Psychology and Nursing departments. Terminology development is vital when new language domains emerge or when the level of appropriateness of terms in the given domain is found to be insufficient (Batibo 2009). Terminology development included the identification of terms, the preparation of materials, the subject specialists in both isiZulu and nursing/psychology and translation and

development of scientific terms from English into isiZulu. Since it involved both the subject specialist and language expert terminology development also helped in language development. For support in the multilingual implementation the School of isiZulu Studies, in collaboration with the School of Language, Literature & Linguistics, had to develop additional staff capacity in communicative teaching methodology, which is considered a more appropriate alternative to traditional methodologies that focus largely on grammar. The teaching material used were manuals that had texts and student conversational supports which are taken from genuine social situations of language use.

According to Ndimande-Hlongwa (See Appendix F:4), the Staff Training and Development Unit took over the learning of isiZulu by staff members, thus accomplishing the sustainability strategy of the SANTED multilingualism project. In order to build staff capacity within communicative teaching workshops on training the trainer, where staff members involved in the project will be trained to enable them to teach isiZulu using communicative methodology. The staff members are meant to be responding to the type of student they are receiving as well as being responsive to societal change to encourage being “in and of the university” (Boughey, 2010).

5.3.2.4 Discussion on program implementation

The theory followed by UKZN/DUT in implementation of multilingualism in their courses is that of intercultural communication theory. According to Kaschula (2013:206),

In developing university programmes that promote multilingualism ... we should be informed by intercultural theorists such as Ting-Toomey (1999) ...highlight the fact that culture is a changing human phenomenon that should be respected, both in terms of one’s own culture and values of others.

He further quotes Ting-Toomey (1999:3) by stating that, “the achievement of effective intercultural communication is dependent on people’s ability to manage differences flexibly and mindfully”. Intercultural communication should be linked to all language courses as it is inevitable in second language teaching and learning especially in understanding the language in its totality. All the courses offered are context based as well as task-based where real life

situations are imitated in the curriculum. In most of the second language classes team teaching was employed so as to use the method of role-playing when teaching.

The IsiZulu for non-mother-tongue speakers was already being offered by the School of isiZulu Studies at the University of KwaZulu-Natal at the Westville, Pietermaritzburg and Howard College campuses. At Westville campus, a basic discipline related course in isiZulu is offered to Health Sciences students. At Howard College and Pietermaritzburg an introductory language course is offered for all students. Any student who is not isiZulu or Nguni-language speaking and has no prior knowledge of isiZulu can take this module.

The aim of the basic course is to produce learners with the knowledge and skills that can help them to actively engage in meaningful communication with isiZulu-speaking people at a basic level in specific environments. It is also foresaw, on a macro level, to help the student surpass cultural and language barriers, particularly in KwaZulu-Natal. The module introduces students not only to the language, but also to the culture-specific conversational strategies that go along with learning a particular language (Ndimande-Hlongwa, 2010). Language is more than just a means of communication. It influences our culture and even our thought processes. According to the Whorfian hypothesis, “the structure of the language determines the way in which speakers of that language view the world” (Wardhaugh, 1986:212).

The education multilingual course which is called *Masikhulume* Programme was also developed during SANTED period. Ndimande-Hlongwa (2008) says it strives to raise not only better communication (and specifically the beginning stages of communication) but also cultural awareness and better understanding and respect for one another. The course has been conceptualised as follows:

[throughout], grammar is kept to a minimum. Only basic grammatical aspects that will enhance the participant’s ability to gain a practical knowledge of isiZulu are included. Following on an introductory section, the course addresses five topics: the language of the classroom and school; literacy; numeracy; life skills; and assessment. Each topic closes with an oral classroom activity where

the participants are given ample opportunity to apply the knowledge they have gained during the lesson presentation' (Ndimande–Hlongwa report, 2008).

An example of the other course that had a successful implementation process was the Nursing Science. Since isiZulu is one of the official languages in KwaZulu-Natal, patients in this province have the right to be served in their own language. As one of the courses in the SANTED project nursing had to develop an approach that would allow for language training in their program. With the realisation that student nurses who are being educated and trained in English had to serve in communities where isiZulu is the dominant language, the School of Nursing of the University of KwaZulu-Natal had to revisit their curriculum. To meet the identified student needs, the nursing and midwifery specialists, in collaboration with various language specialists in KwaZulu-Natal, engaged in a process to grow terminology which enhances isiZulu as a scientific language (Engelbrecht et al. 2010). The students were also 'issued with learning units, a multilingual dictionary and a note book to collect vocabulary learnt as they perform their duties' (Ndimande-Hlongwa 2008 report).

Engelbrecht (2010) argues that the teaching and learning of isiZulu was provided with the hope that it might provide an answer to the communication challenges that students experience in their experiential learning in the community and hospitals as well as in their class room activities. Through the SANTED Project Engelbrecht et al. (2008) identified the need for students to develop multilingual skills for communication abilities in their profession. Her study found that both English and Zulu-speaking students expressed a need to be proficient in both Zulu and English in their nursing practice settings. Quoting Ndabezitha (2005:1), Engelbrecht et al. (2010:251) state that, "The nature of [nurses] education and training expects students to work closely with the members of the community as well as with patients in the hospitals, and in both these environments isiZulu is the more dominant language".

The outcomes of the course are that the student will be able to read, write, express himself/herself and comprehend isiZulu at a basic level. The classes are largely conversation-based and proceed mainly by means of group-activities. Role-playing, dialogues, songs and fieldwork, among others, all form part of the teaching strategy to promote maximal conversational exposure. In the second year students can register for an intermediate isiZulu course, and an advanced course at third year level (Ndimande-Hlongwa et al. 2010:139).

In a report prepared by (Ndimande-Hlongwa 2010) she explains that in the College of Health Sciences, isiZulu is offered to the first-year medical students on the Medical School campus as an elective eight-credit module based on a proficiency test, with exemption for those with demonstrated proficiency. The content of the module covers topics related to the discipline. At the Westville campus, pharmacy, occupational therapy and sport science students enrol for Basic isiZulu language studies module for Health Sciences. Both these are service modules from the School of Arts in the College of Humanities. There was also an intervention in the College of Health Sciences where an isiZulu station was introduced into the objective structured clinical exam (OSCE) in the clinical skills laboratory. This course was offered from first to the third years and involved examining of clinical skills in isiZulu. Students were required to take a simple medical history suitable to the subject matter of the module in the final OSCE.

According to Ndimande-Hlongwa (ibid) non-mother tongue isiZulu-speaking staff and students engaged in an isiZulu short course, to develop basic proficiency in isiZulu. At the same time, isiZulu-speakers from within the professional discipline and in the isiZulu Studies School, as well as isiZulu-speaking students were the ones driving the development of the necessary terminology; and helped in translating some core texts and teaching materials into isiZulu. IsiZulu was also used during tutorial sessions and involved the use of two languages and code-switching. This made the isiZulu speakers to benefit in their language use and using the relevant terminology. There are cognitive and socio-cultural benefits in using ones language in education, and on the other end there is a relationship between education and human development (Djité, 2008; Obanya, 2004; Wolff, 2002; Wolff, 2016). Students were using limited isiZulu when they go on internships, teaching practical, clinical sessions and this kind of isiZulu is for actual professional communication.

5.3.2.5 Challenges of implementation

Engelbrecht (2008) noticed that one of the challenges of implementation of multilingualism in a diverse group is that the students that speak isiZulu had to take the role of being an interpreter for their peers in the environment of speakers who are unable to express themselves

in English when they do their practical. This is the same situation that takes place in the community especially with monolingual English speakers who are service providers or professionals who then seek interpretation from anyone who can speak the African languages. Even though the mother-tongue speakers are often requested to assume the role of interpreter this is beyond their profession and are often not trained as interpreters. They might not have the suitable isiZulu terms in their vocabulary. She further makes this challenge clear by giving an illustration of terminology that could cause a communication breakdown.

For example ‘white blood cells’ translated into Zulu is *amasosha omzimba*, which literally means ‘soldiers of the body’. However, the eosinophiles, neutrophils and basophils are all translated as *amasosha omzimba*, so referring to white blood cells by the same term does not specify white cell functions when students need to explain the immune system in HIV training. It also works the other way that some of the cultural practices in Zulu are not translatable into English as there are no relevant English terms to describe the practice. An example of this is *isihlambezo*, which refers to the practice of nurturing a pregnancy and unborn baby until birth (Engelbrecht *et al.* 2010: 251-252).

The above example demonstrates the need for an ongoing language acquisition course that is supposed to empower the professionals with language skills specific to their discipline. Even though this course has been made to be an accredited elective in the curriculum it still is not accommodated by the structure of the South African Nursing Council, therefore it cannot be in the academic program (Engelbrecht *ibid.*). This goes against the university language policy which states that, “the university is proposing that all colleges consider and approve the principle that all students must acquire and demonstrate isiZulu and English competency as an outcome of all undergraduate degree programmes” (UKZN Language Policy: 2006).

There was also a feeling amongst the first language speakers of isiZulu that they did not need the support material such as the terminology of their discipline in their languages since the language of learning and teaching is English. This was a feeling that was also amongst staff members. This became a challenge as buy-in was essential from the champions and the senior members of staff. They appreciated more the support for English acquisition as all professionals in today's world require full competence in English. For the total implementation

of multilingualism a top-down approach is needed in this instance and buy-in is needed from the senior members so that the staff and students can be able to execute. Even though short courses introduce the students and staff to the use of the language of the majority people, they become futile once there is no follow up the exercise to sustain them and the language can be easily forgotten if not used.

In the process of teaching one's course as a lecturer and having to deal with language issues and language teaching and learning the time becomes a problem and the language teachers become overloaded with work. Capacity can be a challenge if not more teachers are being taught to use multilingualism in their classes. The more multilingualism is being used the more multilingual teachers are needed. Unfortunately the more we expound multilingualism the more monolingual we become as we function more to the role played by English especially that it has assumed the role of a lingua franca. The already existing courses are hard to transform as multilingualism implementation challenges the staff members who have to design the new courses and use the unfamiliar models.

Ndimande-Hlongwa the UKZN-DUT SANTED-Coordinator indicated that one of the obstacles with implementation of the SANTED Multilingualism Project was having to coordinate the project between two institutions and between several campuses, which proved to be not only a daunting exercise, but exacerbated by miscommunication between the participants. Even though it was mentioned earlier that there was a coordinator for each programme to make the challenge was the co-ordination of all the courses in some cases the staff members leading the multilingualism project would leave and a new member of staff would need to replace making the consistency a problem. There was also resistance from staff members who were used to the status quo and were not ready for transformation especially one that concerns language use. It was further intensified by some changes in project management (See questions in Appendix F: 2.3 – 2.4). In her report Ndimande-Hlongwa (2010) points out that 'by the end of the first year of activities, it was clear that there needed to be more formal processes of interaction, involving bi-annual meetings of all participants, including monitoring from both the SANTED secretariat as well as by UKZN / DUT Management be strengthened'.

In term creation the unavailability of specialists can be a problem. During term creation workshops there were sometimes not enough academics available to participate in the procedures of a specific term development workshop. Dissemination of the terms could be a challenge since the created terms need to first be submitted to a standardization process or a language board (Batibo, 2009). Though that is the case selected words were placed in context for use in tutorials led by senior students. Momentum of terminology development needs to be kept as the outcome of the project might not be sustained and will be shelved as glossary lists and will not be accessible to students and academics.

5.3.3 SANTED Project and implementation process at Rhodes University

Many countries in South Africa follow an assimilationist rather than an additive bilingual model of education. As already been outlined in the previous chapters English is a language of tuition in almost all higher education institutions in South Africa. It has a lingua franca function among intellectuals and has a global hegemony in Anglophone countries. Although that is the case this is not a warranty for educational equity. Even though in paper the policies are progressive and the South African constitution understands and values language rights, multilingualism has been seen as a problem especially with regard to its implementation. This was the case at Rhodes before the intervention of SANTED Project which sought after ways to explore implementation of multilingualism. Alexander (2013:83) points out that in South Africa we follow a policy of functional multilingualism which is not necessarily a stable diglossia where African languages are used only in low-status functions. This means that African languages have not been used in the academic environment. Maseko attests to this by adding that, this is so even though there is clear evidence that their use to support LoLT can improve cognition and improve social cohesion (Maseko 2010). She refers to the history of using African languages in higher education by stating that, “Indigenous African languages in SA tertiary institutions, historically, have never been used in various teaching acts, across disciplines, for example, as mediums of instruction, or as languages of assessment” (Maseko 2007:70).

In higher education there has not been much consideration on the difficulty the language of instruction plays in facilitating advanced command of cognitive skills in second language

speakers. It has been expected that by virtue of being at tertiary institution you must have reached Cognitive Academic Language Proficiency (CALP), (Cummins, 1981). Lack of multilingualism implementation has hindered the progress towards equity in access and success of students that are not first language of English. With the move towards recognising the diverse student body and the policies that acknowledge other languages in the tertiary education institutions there needs to be measures put in place and to bring a solution to this state of affairs. Implementation of multilingualism seems to be the viable way forward but there has been lack of clear models or frameworks to follow so as to facilitate the use of multilingualism and put into practise the use of African languages in academia.

Although Rhodes University already possessed a language policy that encouraged the use of multilingualism, there was no plan of implementation. English remained the language of learning and teaching while other languages were neglected. Implementation started with the South African-Norway-Tertiary Education programme (SANTED) collaborations. The SANTED funded initiative has been a methodically planned and deliberate intervention to bring forward an African Language as a potential language of teaching and learning while at the same time contributing to the modernisation and intellectualisation of the marginalised language.

5.3.3.1 Background and contextual information about Rhodes

The RU-SANTED Multilingualism Project is accommodated in the African Language Studies (ALS) Section of the School of Languages which is located within the Humanities Faculty. Its location was a strategy that ensured the programmes are aligned to the appropriate section's vision and mission, and easily integrated into the curriculum of the Departments they are offered in. This has guaranteed their institutionalisation, and their sustainability beyond SANTED funding. Rhodes University's vision (2015) is to be an “outstanding internationally-respected academic institution which proudly affirms its African identity and which is committed to democratic ideals, academic freedom, rigorous scholarship, sound moral values and social responsibility”. In line with Rhodes vision the African Languages Section is committed to the intellectualisation of African languages, and the promotion of

multilingualism. Its focus is on isiXhosa, the language spoken by about 88% of the people in the Eastern Cape, where the university is situated.

The African Language Studies Section in the School of Languages, as an academic home of the study of African languages, and isiXhosa particularly, drives the University's commitment to language teaching. It teaches the language, its culture and its literature in relation to the society in which it is spoken. The main aim and objective of the department is to offer scholarly guidance to students especially on language issues that are of concern to South African society, and to provide solutions that have an all-encompassing intellectual base.

At RU the SANTED Project is informed by national and institutional policy that provides a guide on language practices in the institution. The policy that guides this project's practices is the Language Policy for Higher Education (2002), Report on the Development of Indigenous Languages as mediums of Instruction in Higher Education (2003), and the Rhodes University Language Policy (2005). The project is in line with multilingualism implementation acknowledged by the above policies. The policy documents require of the HEIs to promote multilingualism and sensitivity in language usage among all members of tertiary education in a way that encourages an inclusive environment in the institution in terms of language, race and gender. Language Policy for Higher Education (2002) observes that language is a determinant in access to, and success in education, the policies also encourage the support and study of African languages, as well as provision of appropriate support for the development of academic literacy among students to whom English (the LoLT in the University) is not their home language.

The geographical location of the university makes the university to concentrate on isiXhosa since it is spoken by the majority of the people in Grahamstown and in the Eastern Province. There is mounting mindfulness that languages perform a vital role in development, not only in ensuring cultural diversity and intercultural dialogue, but also in attaining quality education (UNESCO, 2009). Because of this reason, the ALS strives to further intellectualise isiXhosa so that it can be used at various levels of education.

The objectives of the African Language Studies Section (2007) are;

- to promote and advance scholarship in African languages, with a special focus on isiXhosa;
- to promote multilingualism through programmes designed to teach isiXhosa as an additional language;
- to consider ways of developing and using language, isiXhosa particularly, to address issues related to student access and success, particularly of historically disadvantaged students; and
- to develop programmes with an element of social responsiveness, which prepare students to be linguistically and culturally sensitive in their vocational training at universities, and as South African and global citizens.

The main purpose and the intellectual project of the African Languages Section at Rhodes is similar to that envisioned by SANTED and continues to be multilingualism with the aim of conceptualising teaching and learning models derived from African contexts where multilingualism is the norm. This section therefore perceives itself as an intellectual space for the promotion and development of isiXhosa at undergraduate level and African languages in general at post graduate level. It offers learning programmes that develop scholarship in the language, that are interdisciplinary in nature, and that are meant to react to social requirements of society. While the focus areas of RU-SANTED are the following:

- Provision of acquisition of IsiXhosa, as an additional language to staff at the University;
- Provision of the acquisition of isiXhosa as an additional language in professional programmes (Pharmacy, Law, Education, Journalism and Media Studies);
- Development of bilingual glossaries, and the use of isiXhosa as an additional teaching material in “intellectual” disciplines (Computer Science, Political Studies, Geography);
- Promotion of African languages in ICT and other domains (HLT courses in mother-tongue, localisation of computer software); and

- Research, publications and promotion of African scholarship and intellectualisation of African languages (isiXhosa mother-tongue major, honours and masters studies and publications in subsidy-earning journals).

The motivation of the above programmes is to encourage the acquisition of isiXhosa for students and staff members that do not speak the language, as well as the development of glossaries in isiXhosa in other disciplines with the aim of facilitating multi-language acquisition. It also wants to improve access and retention of previously disadvantaged students in the university especially the first language speakers of is isiXhosa. Except for the development and implementation of curricula that promotes multilingualism for both first language speakers of the language and to second language speakers, the African languages develop and grow by virtue of being used in various areas of Higher Education.

5.3.3.2 Curriculum and student diversity

Even though Rhodes University is a small university of about 7 395 students (Digest of Statistics - Rhodes University, 2013) it has a diverse language complement. According to the Rhodes student's demographics, it is stated that, "Over the past few years Rhodes University has made significant improvements to the racial profile of the student body and this is reflected by the fact that, in 2012, Black students comprised 60% of the student body". However, the black South African students have often gained physical access to higher education but not epistemic access. As pointed out earlier one of the main causes of this is the language of learning and teaching which tends to disadvantage the very same students that have been allowed to gain access to the institution. These students then struggle to meet the required results and usually end up not being retained.

The government expects the university to be involved in the redress of the past atrocities, the language and racial segregation and inequality. Section 29 (2) of the Constitution) states that "[t]he state must consider all reasonable educational alternatives, including single medium institutions, taking into account the need to redress the results of past racially discriminatory laws and practices". This will ensure that more people have access to tertiary education, and recommending that the universities contribute to the country's social development. Fundamentally, the government and the university have a set of commitments or obligations to

honour with respect to the education of community (National Plan for Higher Education, 2001, 'Size and Shape' document, 2000).

According to Kaburise (2014:52) quoting Cloete & Bunting (2001)

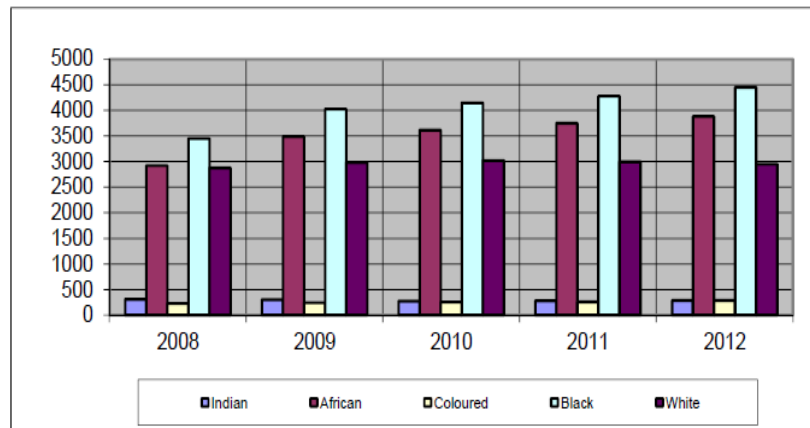
'Access with success' stresses that mere participation of these students is not enough, but similar conducive conditions should be created to support these students throughout their studies. Conducive conditions would include drawing up and implementing of appropriate policies, injection of needed resources and certain transformations in the practices of stakeholders. Stress on 'access with success' was in response to the realization that increased participation, for example, of black students, from 13% in 1993 to 39% in 1999 had not translated into higher retention or increased graduation rates.

This has implications for what is taught and how it is taught, 'Access with success' then becomes a vital feature of inclusive education. The curriculum design of tertiary education therefore needed to change with the student the university was attracting. With more numbers of African language speakers accessing the university there needed to be serious re-think about the worthiness and relevance of the monolingual or English only language of teaching and learning. As these African-language speakers access the university then there should be appropriate steps taken to ensure the success of the admitted students. Because the language used at the university privileges a few the majority of other learners have to learn in a language that is not their own. At the same time those that use the privileged languages tend to not fully understand that they are advantaged and do not think they need to understand the other.

Figure 2

C1 RACIAL COMPOSITION OF STUDENTS

	2008	2009	2010	2011	2012	2012%
Indian	303	299	274	279	289	4%
African	2920	3487	3614	3746	3877	52%
Coloured	223	241	255	256	284	4%
Black	3446	4027	4143	4281	4450	60%
White	2874	2978	3023	2993	2945	40%
TOTAL	6320	7005	7166	7274	7395	100%



Source: Rhodes University Digest statistics capture

Table 3: Academic exclusions by racial group for new first-time entering undergraduates excluded after first November/February examinations

	% OF ENROLMENTS					EXCLUSION 2012	TOTAL
	2008	2009	2010	2011	2012		
INDIAN	11%	20%	13%	3%	6%	4	63
AFRICAN	9%	16%	8%	7%	7%	68	923

COLOURED	7%	18%	8%	5%	4%	3	73
WHITE	3%	6%	2%	3%	3%	16	543
TOTAL	7%	13%	6%	5%	6%	91	1602

Source: Rhodes University Statistics Digest

As stated earlier in this study, Bamgbose (2000) criticises the act of privileging the former colonial languages in communicative functions at the exclusion of indigenous African languages and refers to it as “language exclusion”. The curriculum at Rhodes tries to accommodate both the speakers and non-speakers of African languages. In the promotion of multilingualism the speakers of African languages are given access to the content of their English courses. This is done by having supportive material like terminology at the back of their course book. For the non-speakers, these students are linguistically empowered so that they can understand a language that is not theirs but which is spoken by the majority of the people around them. Either way when the learners and educators use the language in both circumstances to attain education, it adds largely to the development of such a language since this step supports the provision of resources.

As noted, one of the objectives of Rhodes’s language policy, African Language Studies Section and SANTED Project, is to develop multilingual awareness and multilingual proficiency among students and staff (See Appendix D). The objective is to ensure that students become multilingual by learning the language spoken by the majority of the people in the environment where Rhodes is situated as part of their curriculum. While many of the studies cited previously examine the contextual circumstances of curriculum, this study also determines the effects of curriculum on learning development, and links theory to practice.

The curriculum at Rhodes African Language Studies intended to localize the content by doing needs analysis before designing the courses. When designing the language curriculum for both mother-tongue and non-mother-tongue speakers of isiXhosa it was taken into consideration that the difference in the two streams should not continue to affect formerly disadvantaged students negatively (Balfour, 2002:13). It followed the pedagogic principle for the empowerment of learners (Cope and Kalantzis, 1993:79) that cultural and linguistic differences

should become a positive resource for access. This principle is followed by guaranteeing that the course is appropriate for the stream and level of the learners as well as characteristic of the cultural and language needs of an isiXhosa class. Scollon and Scollon (1983:4 and 16-19) points out that when difference is affirmed in the multi-cultural classroom that denotes a clear cognisance of associations between teachers and learners as well as a ‘sense of how difference is constructed in terms of social background, dominant literacies, and rhetorical structures’.

Moll (2005: 2) highlights that curriculum in higher education is supposed to react to the challenges and pressures set upon it by society. The curriculum at Rhodes therefore is based on different forms of knowledge and their acquisition. It endeavours to be appropriate and relevant to needs of different disciplines in the local and national context. Although the courses presented might be deemed relevant to the different professions, except for in the case of Journalism academic programmes, students, have freedom in the selection of the courses comprising their programme. This freedom is also subject to approval by faculty deans. Moll (ibid) also points out that:

It is only very recently that universities have changed from being small institutions on the margins of society to become major institutions incorporated into society’s mainstream (Barnett, 1994:157). The reason is unprecedented: knowledge and information are today considered by most sectors of society to be a means of promoting economic and productive capacities. The contemporary world is often described as the knowledge society, the information society or the learning society... In this situation, there is a consistent trend internationally for dominant social interest groups to force “responsiveness” to the labour market, broader economic responsiveness, sociocultural responsiveness, responsiveness to government and the like on the agenda of higher education institutions.

Moll (2005:3) expands on this by giving a definition of what he terms ‘curriculum responsiveness’ as he says, it is “the immediate appeal of the concept ‘curriculum responsiveness’ and that it promises some positively formulated benchmarks against which we might be able to judge whether our education programmes are meeting the needs of a transforming society”. In line with what Moll (2005) terms ‘responsiveness’ this kind of academic awareness has been the foundation of the ALS curriculum. Almost all the courses are

created for different occupations as a starting point. Even though that is the case cultural responsiveness is central to the curriculum planning. Cultural sensitivity recognises, and finds space in curriculum to engage about the teaching space which is in itself, linguistically and culturally diverse.

5.3.3.3 Resources in teaching and learning of African Languages

In the year of inception of the Multilingualism SANTED Project RU-SANTED worked on determining departments and units that were likely to profit most from the Project. After a needs analysis was done with relevant stakeholders, which are students, practitioners and lectures of the different disciplines in which SANTED multilingualism programme was to be implemented, a curriculum was designed and piloted. In the same year SAQA approval was sought for the courses to receive accreditation and to be integrated in the curriculum of departments in which they were taught. The year following that of inception, all programmes piloted received accreditation and thereafter teaching commenced. The courses as already mentioned were not only for non-mother tongue of isiXhosa but within a year after the start of SANTED Project a major in isiXhosa mother-tongue course was underway. In response to the focus areas of RU-SANTED resources for both language acquisition for non-mother tongue speakers of isiXhosa and support material for mother tongue speakers were created.

The glossaries in isiXhosa were also a support system in other courses with the goal of facilitating multi-language acquisition, as well as to improve access and retention of previously disadvantaged students in the university, particularly those whose home language is isiXhosa. For example glossaries were used as a supporting teaching material in courses such as:

- (a) Information and Communication Technology;
- (b) Political Philosophy; and
- (c) Geography

Non-mother-tongue speaking students of English (LoLT at Rhodes) in the Computer Science Department were seemingly struggling to access knowledge presented to them in the second language. Their underperformance and under-achieving made them to need a lot of support in order to remain in the system. The struggle with the Rhodes LoLT was therefore presented as

one of the potential contributors to underperformance. It was therefore appropriate for the RU-SANTED programme to support this group in accessing the computer skills in the language of the majority of the speakers on campus. The main purpose of the ICT project was to provide learning and teaching materials, especially glossaries, in both isiXhosa and English to isiXhosa-speaking students studying Computer Science and Computer literacy. Materials developed in this programme are:

- (a) English-IsiXhosa ICT glossary (available online and as a booklet)
- (b) Bilingual (English-IsiXhosa) computer literacy booklet.

The programme members saw it necessary to promote the use of isiXhosa at RU as additional support teaching material for students who are not English native speakers. According to Maseko (RU-SANTED Report, 2010) the pedagogic benefits associated with creation of the supporting material meant that there was potential to improve access and retention of previously disadvantaged students in domains dominated by English-speaking students. The need to develop bilingual glossaries did not occur in Computer Science only but there was terminology development with other programmes such as politics for their first year book. The development of terminology in these disciplines also seemed to contribute to the development of isiXhosa in disciplines that were mostly dominated by English.

The IsiXhosa-English Computer Science glossary booklet was developed over a six-month period. It was through collaboration of staff members with discipline-specific knowledge and those with linguistic knowledge that the booklet was developed. About 150 frequently used Computer Science terms and their definitions were translated. When the development was complete it was accessible online to students. These students were encouraged to provide input and evaluate the usefulness and appropriateness of the terms and explanations of the booklet. The online version of the booklet is highly interactive and encourages students to provide feedback online about the glossary. The student's feedback gave valuable guidance to its further development.

The developed glossaries were used successfully as a learning tool by isiXhosa-speaking Computer Science students who are in an extended curriculum programme studies. The programme these students are following is designed to equip them when they have not met the

minimum admission requirements of the university. Their programme is that of a supportive one which gives them necessary competencies to be successful in their studies. Academic support and skills development are integrated with their regular academic work. In their first year these students are equipped with the necessary skills and competencies needed to complete their studies successfully and the bilingual computer science terminology booklet being part of their support material. These are students who would not normally gain entry to Rhodes because of their points which are lower than the required admission point score (APS), but were admitted and then required to do their studies over a longer period of time.

Furthermore in collaboration with a leading South African software localisation organisation, translate.org, and the Rhodes and Fort Hare University student communities, the email system at Rhodes University was translated. This email system can now be accessed, amongst a host of other languages, in isiXhosa. Further developments were made and the Computer Science glossary terms were used in other projects for Computer Literacy programme, in Education Faculty's Advance Certificate in Education (ACE) programme (both at RU) and local high schools and those in a rural village that is in the Eastern Cape Province called Dwesa. The development of the glossary is not driven by SANTED anymore but by the community. The glossary booklet is also used in different other contexts, for example, as an appendix in the bilingual computer literacy course booklet where frequent and difficult terms in the literacy course are extracted from the glossary booklet, and appended to the literacy course booklet (Maseko, 2010).

Progress of the ICT unit can be summarised as follows:

Table 4

ICT	STUDENT NUMBERS				GRAND TOTAL
	2007	2008	2009	2010	
ACE teachers	N/A	16	20	N/A	36
Grahamstown high school learners	N/A	30	51	N/A	81

Dwesa high schools learners	N/A	N/A	29	N/A	29
Dwesa Computer literacy	N/A	N/A	N/A	20	20
TOTAL	N/A	46	100	20	166

ICT Units numbers during SANTED

Other materials that were developed were English-IsiXhosa Political Philosophy glossary (available online and as an appendix to a text-book). It was the year after the commencement of the RU-SANTED programmes that the development of an English-IsiXhosa glossary list, with definitions in both isiXhosa and English, started. It was as a result of intervention by Political Philosophy lecturer who noted the under-performance of isiXhosa-speaking students in her class and required to explore the likelihood of providing support material in isiXhosa to assist in learning.

The model used in the development of this resource is the one that was used in developing ICT glossary. The 60 key Political Philosophy terms developed were selected by the lecturer and students in the lecturer's first year class. The terms were those perceived to be difficult to understand by students and the lecturer. The development was done by the SANTED in-house translators, as well as Politics senior students. The lecturer of the course also participated actively in the process. The initial phase of the completed glossary was included in the 2009 edition of the textbook, *Puzzles in Contemporary Philosophy: An Introduction* (Louise Vincent) prescribed for the course, and also made available online (SANTED Report, 2010).

Similarly, terminology development was done for Geography. The terminology development in Geography was to assist teaching and learning in a first year Earth Sciences class. The idea was to translate PowerPoint slides that the lecturer used in teaching, and these were put up during a lecture, alongside the English slides, while teaching. This material was also going to be used by tutors as well during revision time. With the assistance of the research assistant and fieldworker from the Geography Department over hundred slides were translated into isiXhosa. This then showed the usefulness of joint effort between the language department and the discipline that the material is for.

For non-mother tongue courses the material developed was a course book together with an audio flash-stick that would support the course book particularly with the pronunciation of isiXhosa sounds. The information in the course-book was also found in the digitised flash sticks. All the discipline-related courses for language acquisition had the following resources created for each specific discipline:

- (a) IsiXhosa for Journalism/Education/Pharmacy/Law and Staff course booklet
- (b) Digitised audio-flash stick with the course booklet
- (c) Phrase book.

During the RU-SANTED Multilingualism period, teaching and learning material was developed for the following professional disciplines and courses were offered in all of them:

- (a) Pharmacy;
- (b) Law;
- (c) Journalism and Media studies;
- (d) Education;
- (e) English and isiXhosa course for game reserve staff (community engagement) and
- (f) Staff course.

The staff course was initially meant for staff members of Rhodes University to be able to acquire the language of the majority of the service staff in the institution. This would thereby assist in the transformation of the institution and add value to the service the university provides. Even though the purpose was to empower the Rhodes staff it became a sought after course by members of the community who wanted to learn isiXhosa and thereby was opened to institution that teaches ministers of religion as well as professionals such as social workers and doctors who interact with isiXhosa speakers daily.

The other departments in the RU institution were selected primarily because they provided key and immediate services, as part of vocational training, to the local Grahamstown community. Rhodes University is committed to community engagement and this is evident in the service learning undertaken in the isiXhosa-speaking Grahamstown community by various professional/vocational training departments. The courses were taught in a way that made the students not only to be competent in the second language but also about nurturing diversity and

being well rooted in one's culture and traditions, while adapting to the unknown and being able to live with others (Maseko, 2010).

5.3.3.4 Discussion and Programme implementation

All the programmes at Rhodes were implemented after there was initial piloting in the required disciplines. One of the courses that was developed as a discipline related course for non-mother tongue students is IsiXhosa for Pharmacy. It was designed and developed by the SANTED staff members in collaboration with the Pharmacy Administration and Practice (PAP) division of the Pharmacy curriculum. The course is administered to final year students in the Pharmacy Faculty. These students are expected to participate in the 'Community Experience Programme' (CEP). In this Programme students are required to interact with clients with chronic conditions within Grahamstown. The students do home visits so as to interview the clients about their chronic illness in the comfort of their homes. Imparting knowledge on the language and culture of the clients to the pharmacy students empowers these students to be sensitive enough to make informed decisions about how to dispense of medicine and how this medication will be used. It is making them to be aware and understand the social context in which pharmacy is practiced in South Africa and the effect of socio-economic factors on the patients' health and their medicine-taking behaviour (See Appendix M).

According to Moll (2002:18) learning should be viewed as both naturally and socially constructed, meaning that learning occurs as a result of interaction between individuals and their sociocultural environments. That is why the students have to experience their learning within the environment of their field and using a language that makes them to gain access to their patients. Therefore the course enables students to understand health and illness from the patients' perspective as well as identify patient specific medicine-taking problems. The patient's practices in medicine-taking was foreign to the student-pharmacist and the SANTED programme was trying to unpack the misunderstandings which might have hindered the healing process of the patient. This argument is taken in the premise that illness and medicine taking are not isolated from the community the pharmacist practises from.

The IsiXhosa for Pharmacy course was also offered to doctoral Pharmacy students through video-conferencing. The students were based in Grahamstown surrounding hospitals which are King William's Town, East London and Port Elizabeth. Before a video-conference could be used, the students had to attend ten (10) three-hour contact sessions with a facilitator. During these sessions, students were taught a generic introductory isiXhosa course that gives basic foundation to isiXhosa, a foundation that provides a basis for the vocation specific programme. The course was run at the University during January, which coincided with the orientation programme of these students. This means that at the end of the introductory contact session, students were perceived to be ready to receive tuition through video conferencing.

Even though Rhodes is not a distance learning institution, it was convenient to use the videoconferencing as a tool for the students who would otherwise find it extremely difficult to spend time in the classroom with the travelling and the work they had to attend to. Since these students were already practicing pharmacists they were using the knowledge gained practically almost every day. The programme was evaluated, after the pilot phase, by the Centre for Higher Education, Research, Teaching and Learning (CHERTL). Also, prior to the pilot, the course design process was submitted to the RU Quality Assurance office which approved the course. The course was also evaluated, formatively and summatively by students and students' input is always integrated into the course materials which is reviewed annually. This is the basis for the different courses that are promoted by SANTED.

Another course that was introduced by SANTED Multilingualism project in Grahamstown was isiXhosa for Law. This course was also created with the idea that the promotion of linguistic and cultural diversity is crucial in realising a truly multilingual society. It was aimed at the penultimate and final year law students so as to complement the Legal Practice course offered in the law programme. In the programme, the students are required to interview and advise real clients at the University's Legal Aid Clinic (LAC) and this is done under the supervision of a qualified lawyer. In this environment the majority of people who use LAC can speak isiXhosa, and to some lesser extent, Afrikaans. According to the statistics from the course the majority of the Law students are English speaking, and often speak through an interpreter.

As already indicated multilingualism is a norm in African countries but the majority of Rhodes University students are English monolinguals. Since the students are being prepared for the working world they need to be empowered linguistically in order that they can be better workers. As with IsiXhosa for Pharmacy, IsiXhosa for Law was planned to provide the Law students with linguistic skills, as well as cultural knowledge that will not only facilitate communication in a legal consultation with clients, but will also make students aware of the common cultural practices in isiXhosa that could affect outcome of the case of their clients.

IsiXhosa for Journalism is another course that was created. This course was unique from the others as it was designed in such a way that it has three streams. These streams are beginner, for students with no knowledge of the language, intermediate for students who has some knowledge of the language (for example students that belong to the isiNguni language since it is mutually intelligible with isiXhosa) and finally isiXhosa as a mother tongue (See Appendix L). While the other electives discussed earlier concentrate on communication skills, this course is curriculum integrated, it is a credit bearing year course. The curriculum of the course was designed according to the needs of the different streams. Piloting was only done to non-mother tongue speakers whereas the course was developed differently for all the streams since they need different skills. Even though the piloting was done to one stream data collection was done to accommodate the different needs of the students. The needs analysis data enabled the curriculum developer to be sensitive to the different needs of the diverse student body.

The course aimed at the beginners concentrates more on developing the isiXhosa communication skills and intercultural communication awareness specific to journalism. The intermediate course's objectives are a little bit different from this as it uses slightly more complex language as well as writing and speaking skills are included in their curriculum, while the mother tongue course concentrates on academic writing and speaking skills in isiXhosa, specific to journalism. Language is regarded as being central to this field, it was therefore critical to accommodate all different proficiencies in usage of isiXhosa. Specifically first language speakers are expected to be creative and resourceful when using their language as they deal with the media which is mostly communicative in nature. From needs analysis interviews SABC conveyed that the first language speakers were expected to be able to convert English news to isiXhosa or any other African language other than English. This is therefore

one of the reasons that this group was also taught linguistic skills and translation theory to strengthen their cognitive academic language proficiency.

A communicative approach is used in the teaching of these courses which is followed to even mother-tongue speakers of the language. This approach focuses on the essential needs of learners as social individuals liable to communicate and interact with others. This approach comes from the premise that language is means for social integration and is also a tool for understanding and articulating of the world. Through this point of view, language acquisition encompasses all educational aspects that deal with understanding such as sociological, cultural and psychological rules or conventions that manage communication (Roberts, 2004: 1-37). This approach has revealed that not only can it be utilised in the non-mother tongue speakers of the language but the speakers of the language benefit from this approach as they use more appropriate forms of a language. It is evident that even though the mother-tongue course concentrates on the writing skills the students benefit equally from using the language appropriately as they use the language and its culture properly.

Before these courses were implemented most of them were piloted to the students but isiXhosa for Journalism was piloted to the staff members of Journalism and media studies. They were all SAQA approved to make sure the students do an accredited course. With the isiXhosa for Journalism students are required to learn isiXhosa as compulsory course that complements the discipline so as to equip them with linguistic and cultural skills considered essential for their professional training and practice after their study.

5.3.3.5 Challenges of Implementation

The success in the implementation of the discipline related courses is not only dependent on the language department but on the course discipline. The buy in from the Pharmacy Faculty has seen the course flourishing over the years, now the course is fully institutionalised. The course has tried to get solutions, especially in relation to language as a barrier to access in health-care in South Africa, and the integration of the indigenous knowledge to facilitate multilingualism and cultural awareness amongst students in health care training to prepare them to cope in multilingual contexts.

Challenges experienced in offering this course were associated with video-conferencing facility. The students were in East London, King William's Town and Port Elizabeth – which are between sixty to a hundred and ninety kilometres apart. The facilities were sometimes not able to connect at the same time, and were not “high tech” enough to enable a real virtual classroom. The University facilities acknowledged that the cost to upgrade the technical services is high. Problems experienced during initial implementation were, to some extent, resolved by forgoing the “virtual classroom” with a 20-hour student-facilitator contact. On the overall, the Project was rolled out as planned, was institutionalised, and the PharmD programme was an additional programme to the main isiXhosa for Pharmacy programme in the final year curriculum.

Another challenge was the isiXhosa slides in Geography which were used as support material for the second language speakers of English who could assess information through the use of isiXhosa intervention. There was no monitoring of the implementation of multilingualism through the use of these slides. This was a single lecturer's section and there was no research done to understand the impact of this intervention. No statistics were available to show the pass rate before and after the intervention and no feedback was received through evaluation of the course. Even though that is the case the benefits of all the courses outnumbered the challenges by far. There might not have been a research of impact but there was shared interdisciplinary experience.

5.4 Conclusion

This chapter has contextualised the implementation of the SANTED programme more holistically within the country, but with a special emphasis on the successes and challenges of the programme in relation to the participating tertiary institutions in the SANTED Multilingualism Program. The contribution of SANTED to curriculum development and retention of students is highlighted. The chapter that follows will analyse the SANTED programme in relation to contemporary debates around university transformation and the role that language can play in that regard.

CHAPTER 6: ANALYSIS AND DISCUSSION OF STRATEGIES FOR IMPLEMENTATION OF MULTILINGUALISM IN THREE SANTED MULTILINGUALISM PROJECTS

6.1 Introduction

This chapter analyses multilingual implementation strategies in the institutions that hosted the SANTED Multilingualism Projects. From the work presented in the preceding chapters and as outlined in chapter 1, this chapter also seeks to analyse a multilingual framework and approach adopted by the four institutions in the SANTED Programme on multilingualism. The chapter explores whether these institutions' approach can be adopted as a model for the promotion and implementation of multilingualism teaching strategies that continue to elude SA higher education. This work's research question can be phrased as an attempt to understand the extent with which SANTED succeeded in developing instruments for multilingual education which are likely to improve teaching and learning practices in higher education institutions. It therefore seeks to find answers to multilingualism problems encountered in higher education institutions.

With respect to this chapter the analysis of the courses referred to in chapter 5 seems necessary in order to determine the possibilities and limitations facing the development of the pedagogic status of languages other than the hegemonic English. Even though the SANTED funding was for 3 years the chapter is going to analyse its influence beyond the programme cycle. Therefore this chapter will look at whether the activities for implementation of multilingualism that were designed and implemented during the SANTED period were effective during and beyond the SANTED funding cycle. This chapter also investigates how the projects continued beyond SANTED when there was no subsidy to take forward what was started. In essence, it examines the lifespan of the SANTED programmes, and the extent with which they could be institutionalised as part of the different universities' academic programmes in the promotion and implementation of multilingualism after the end of the funding SANTED cycle.

The chapter starts by discussing succinctly the different activities adopted by each institution in interpreting the SANTED's broad objectives. This will be followed by discussion of each

institution's context prior to the SANTED multilingualism project and as well as the multilingualism academic and non-academic activities adopted in relation to each context. This section is followed by the legislative framework which guided the formulation and implementation of the SANTED multilingualism activities. The next section discusses the role of the SANTED Multilingualism Projects' activities in the advancement of African scholarship, as well its contribution in the transformation of institutional practices in the universities awarded the SANTED Multilingualism Projects.

6.2 Analyses and discussion of results of SANTED Multilingualism project

Following from the details of the previous chapter, which dealt with the implementation processes of multilingualism in different institutions associated with SANTED Multilingualism project this chapter brings to the surface a systematic interpretation of the models used. It is because of the methodology process used that the analysis and interpretation of the data presented in this chapter has utilised an interpretive approach (Morrison 2012:22-24). The study depends on experience of particular settings so as to be able to read the information provided by the subjects involved in the study. This thesis employed a method of data collection which involves deduction from the data obtained as discussed in chapter 4. It focuses on the assumption of a pragmatic position and also uses a phenomenological approach in conducting this research.

The researcher relies more on being a participant in the action under study, which is part of the qualitative research. It was easy and more convenient to gain access in a project that the researcher was part of. The analysis presented below is based on the researcher's participant observations and projects documentations. The researcher had to work with the project coordinators to gain information on the activities that were formulated by the different universities to implement multilingualism. The analysis will look at the main issues with respect to the process and outcome to determine its effectiveness. It will examine further the approaches used in the use of multilingualism in institutions of higher learning.

6.3 Contextualisation of implementation of SANTED Multilingualism Projects

Madiba (2010:332) states that ‘there are still no well-established theoretical and practical models for the implementation of multilingualism in [South African] universities’. Concomitantly Maseko (2014) argues that research on bilingual and multilingual teaching and learning models in higher education is not advanced enough to support the implementation of multilingualism. It is with this in mind that the research seeks to evaluate the success of SANTED in the implementation of the multilingualism project after a decade of having a policy that was promoting multilingualism but with no success of its implementation in the hope that this “report” can be used as a framework for implementation of multilingualism. Ndimande-Hlongwa et.al (2010:348) also highlight, in the case of University of KwaZulu Natal, the fact that it was not expected for a previously ‘white’ university to be advocating for isiZulu as one of the teaching and learning languages alongside English. Having isiZulu as a language that could be used for teaching and learning and a language that could be used as a supporting language across all faculties was therefore seen as a ‘controversial’ language plan.

All the above inferences are from the co-ordinators of the UCT, RU and UKZN SANTED Multilingualism Projects respectively. The above quotes show that the implementation of multilingualism in tertiary institutions especially for teaching and learning is a mammoth task. It is in the context of these views that this thesis seeks to bring forward the implementation plans as well as the activities adopted by the SANTED Multilingualism Project to consider multilingual models adopted by previously linguistically segregated institutions.

As discussed in Chapter 5 the SANTED Multilingualism Projects’ critical objective was the use of different languages brought by students in universities for implementation of multilingual pedagogic strategies for purposes of access and retention of students and for fostering a multilingual institutional culture. They were, therefore meant to address factors that prohibited the establishment of multilingualism in higher education, some of which were ascribed to scarcity of financial resources, often presented as one of inhibiting factors in the implementation of multilingualism.

Verhoef (2016) responded to the financial argument in a presentation she gave at the North West University, quoting Alexander (2006), and points out that the concerns of “not driving a

functionally multilingual South African society can be seen as an ‘incalculable exercise’, not only in monetary terms but as regards the societal costs if the establishment of a multilingual working environment is neglected”. The affordability of multilingual higher education is not to be a hindrance for the implementation plan. The thesis therefore analyses the continuation of what was started by SANTED post-SANTED funding. The data that is presented in this research is going to respond to questions that were posed in the first chapters of why multilingual policy and planning implementation fail at the practical level and how SANTED has addressed this dilemma. It is also hoped that this will contribute to the body of knowledge and represent innovative ways of understanding and implementing multilingualism in South African higher education, and beyond.

In the previous chapter this research has highlighted how multilingualism has been implemented in the different universities that were involved in the SANTED project. As indicated earlier, the universities that were involved in the project come from three different provinces: KwaZulu-Natal (UKZN-DUT), Western Cape (UCT) and Eastern Cape (RU). The choice of languages adopted in implementing the multilingual projects in the participating institutions was according to the language policy of each institution, which was itself guided by the provincial language policy which in turn is directed by its linguistics environment. This was isiZulu, English and Afrikaans in KwaZulu-Natal and isiXhosa, English and Afrikaans in the Eastern and Western Provinces. Consequently, UKZN-DUT English-isiZulu institutional language policies was aligned to the provincial language policy while RU and UCT’s policies were aligned with Eastern Cape and Western Cape’s isiXhosa-English-Afrikaans provincial policies.

The main objective of the SANTED Multilingual Project was to be aligned to the national language policies which generally require academic institutions to endorse multilingualism through ensuring access in the common language of teaching and learning which is English in most institutions, and provision of second-language learning courses and corpus planning for indigenous African languages, and the creation of an all-encompassing institutional environment that fosters tolerance and respect for the cultural and linguistic diversity of our nation (Maseko, 2007:71). Similarly, and as already been mentioned in Chapter 1 the main objectives of SANTED Multilingualism Project constituted of three critical aspects. These

were the isiXhosa 2nd language acquisition programmes in vocational programmes, the development of teaching support materials in “intellectual domains” aimed at students speaking English as a 2nd language, and scholarship in African languages.

Largely the second language acquisition courses in vocational programmes were designed and implemented according to the linguistic and cultural diversity that is existent at the respective institution of higher learning and its surrounds where students would be required to render their acquired professional skills as part of their professional training. The steps taken in implementation of all the programmes started with project organisers selecting the appropriate universities who could house the SANTED Multilingualism Projects. The selected universities had to do a thorough planning of programmes to be implemented. There needed to be effective piloting, well considered development of programmes, deliberate implementation and appropriate management within the different institutions as well as by the national government. Even though the participating universities were supposed to reach a common goal of implementing multilingualism it is important to note that each university had its unique environment, circumstances, characteristics, and culture. Each institutional context, which the researcher associates with success, or otherwise, of the SANTED projects, is discussed hereunder.

6.4 Intellectualisation of African Languages through term creation

Multilingualism and its full implementation involves the design and implementation of appropriate corpus planning and acquisition planning. For any teaching and learning to take place there needs to be appropriate reference materials, such as glossaries and dictionaries, textbooks, pedagogical strategies and tools, etc. The main problem with the teaching of African Languages has been that the resources are mainly in English. Batibo (2010:32) points out that there is limited academic literature in local languages and that most resources in higher education institutions are in English. Each university participating in the SANTED Multilingualism Project (SMP) had to find ways of dealing with the scarcity of resource that would enable teaching and learning practise. Therefore one of the three critical objectives for the implementation of multilingualism by SMP was the development of teaching support materials in “intellectual domains” aimed at students speaking English as a 2nd language.

The programme on development of support teaching materials was aimed at English second language students. Its objective was to provide materials in isiXhosa/isiZulu to complement teaching in English, which is the common language of learning and teaching at South African universities. Batibo (2010:32) argues that terminology is a significant aspect of the learning process as all concepts require support from suitable and concise terms. Therefore the materials developed were, but not exclusively, in the form of a glossary/terminology lists. They concentrated on imparting the linguistic knowledge using cross cultural as well as intercultural knowledge. The basis of the materials used was that there is a relationship between the language and the ways in which speakers of that language experience the world and behave in it (Goodenough, 1957:167).

The development of terminology glossaries and their usage stemmed from the premise that multilingualism was the best teaching and learning tool for culturally and linguistically diverse contexts. It was, therefore, meant for language support to enable better performance for students who were unable to conceptualise the knowledge imparted in a language they hardly had 'basic interpersonal communicative skills' in the common language of teaching and learning, i.e. English (Cummins, 1981). In all the SMP participating institutions language intervention was introduced in what were considered as critical disciplines where students grappled with conceptual understanding of discipline-embedded concepts and the academic language used, which was viewed as not easily accessible to a second language speaker of English, the language of teaching and learning at the universities that hosted SMPs.

Cummins (2000) points out that linguistically there is a symbiotic relationship between language and conceptualisation. It was therefore essential that for the indigenous African language learners and for students whom English is not their first language, multilingual glossaries be developed to support these students in their learning of new disciplinary concepts since these students experienced difficulty linguistically and conceptually. Therefore with all the SANTED Multilingualism Projects implementation of multilingualism was supplemented by concept literacy. As presented in chapter 5 glossaries were created for students who struggle with the language of teaching and learning since it is an additional language to these students. This can be seen as an effort towards the intellectualisation of isiXhosa which

Alexander (2005:12) terms the construction of language infrastructure. Alexander defines intellectualisation of African languages as an “All-African project which in the domain of language policy and planning demands a long-term commitment to language development (corpus planning)” (ibid).

These glossaries were developed to be used online for easy access to these students. At UCT the Multilingual Glossaries Project was launched in the year SANTED started. They were aimed at supporting the language learning for the multilingualism teaching. According to Madiba (2011:11) these glossaries were corpus based and centred on texts that were assembled and structured systematically in electronic form ‘to allow the excavating of terminologies and their related linguistic forms such as concordances using different Human Language Technology tools’. These glossaries are meant to be support material for students who are second language speakers of English. At UCT academic terms were translated into the 11 official languages as a result these glossaries are available for all South African official languages. In UKZN and Rhodes the terms were developed to only isiZulu and isiXhosa respectively.

Apart from the glossaries, in collaboration with of health sciences a machine translation engine was created. This machine was able to translate from English to African Languages. Madiba (2010) confirmed that at UCT there was work on the glossaries as part of students’ studies in which they worked on creation of parallel corpora on text to speech technology and on machine translation. These tools were part of both promotion of the language along new ways of language and technology as well as support for the students who are second language speakers of English to have access in teaching and learning material in their languages. The main focus of these multilingual glossaries was on intertranslatability across languages as these glossaries were meant to promote access to concepts through the use of the South African official languages (ibid).

At UCT for most languages the terminology development was outsourced to translators and this proved to be a problem for the verification of the material used. For the purpose of the implementation of multilingualism at this university the terms developed were verified internally and were useful tools for the courses they were meant to support. At Rhodes

University and UKZN the glossaries were a product of collaboration between language experts and the experts in the discipline targeted. Specialised vocabulary was built for the different disciplines.

According to Khumalo (2017) there are five stages that UKZN use to develop terminology which he stipulates as being: “1) *harvesting* of existing usage terms; 2) *description and translation* of terminology that has been harvested or created; 3) *consultation and verification* with end-users about terminology proposed, and 4) *authentication and standardization through official national structures*. The "finalization" of the process in the current model takes place in 5) through the listing of these terms on *the terminology databases* for wider institutional and national usage”. At UKZN and UCT, glossaries were created and disseminated further by listing them to the terminology databases. UKZN was able to do this as they had a relationship with the national structure/ language board that enabled them to verify the terms for Nursing Sciences, Psychology and Education.

At Rhodes the terms were only verified internally by the language and discipline experts. Rhodes glossaries formed part of the Political Science book and were also online support material for the Computer Science course. The impact of these glossaries could not be measured as a qualitative approach was used instead of quantitative approach in the analysis. It is however believed that glossaries should be part of an integrated approach as by themselves they are unable to support the development of academic proficiency in any language and they should be part of teaching material in order for them to be meaningful. This form of intervention (developing of glossaries as a resource), therefore, is aimed at improving success and retention of previously disadvantaged students in the university. This is aligned to research that shows that understanding and acquisition of knowledge occurs best if knowledge is given in the language the students understand best, i.e. their primary language (UNESCO, 2008).

6.5 Implementation of multilingualism through creation of discipline related courses

The South African education system produces professionals that are generally unskilled in the language of the clients they serve and this subsequently creates services that are deficient as

they are not well informed by their clients. Pillay and Kramers (2003) state that while many South African graduates are skilled in their fields of expertise they are incompetent with regards to communicating professionally with the clientele who especially speak an African language. This could bring about breakdown of communication as the client will be forced to use English which might not be conveying what he wants to articulate. This might also lead to a professionally monolingual country which might deny other members of society access to professional help. Multilingualism therefore can be regarded as an enabler whereby it would facilitate access to assistance to the community the professionals have to work with. Not only will it help with the language skills it will make the professionals gain communication skills and understanding of the client holistically (linguistically and culturally) as well as help in the promotion of indigenous languages.

With one of the objectives of SMP being teaching and learning of second language in discipline related courses and the above explanation of why multilingualism is useful for professionals there is a need to discuss how and why the programmes created during this phase were vital. Some of the challenges facing the implementation of multilingualism plan included the failure to develop indigenous languages so as to make them languages that could be used in higher domains for scholarship, research and teaching and learning. There was therefore a need to first create an interdisciplinary relationships. The success of the discipline-specific courses has relied, by and large, on the availability of a staff member, or a champion, within a specific discipline, to collaborate with in driving the curriculum development process. This meant that for terminology development as well as discipline-specific courses there needed to be collaboration between the language and the particular discipline.

Second language learning was done in two contexts, the academic and the non- academic contexts. UCT's programmes were mostly non-academic since the SANTED Multilingualism Project was accommodated in the Centre for Higher Education Development (CHED) and not the academic "home" of languages. This university's multilingualism programmes were influenced by programmes that already existed in the Centre as already mentioned in Chapter 5. Most of these programmes were for communication purposes and not for degree purposes except for Health Sciences targeting students training as health-care practitioners in various health-related disciplines. SMP pioneered development of language learning curricula in

contexts. At UKZN and Rhodes University the SANTED Multilingualism Project was housed in the academic departments, i.e. Department of isiZulu and African Language Studies in UKZN and RU respectively, and most of their courses formed part of academic programmes and were formalised as credit bearing beyond the initial implementation stage. One can argue that the structures already in place, as indicated in Chapter 5 and/or the institutional contexts regarding scholarship in African languages, enabled the adoption and institutionalisation of these programmes.

In as far as development of academic courses through SANTED, the participating universities with their different projects seemed to be recognising the importance of implementation of multilingualism as an instrument that accounts more efficiently to the epistemological access undertaking. The model that was used by all the involved universities is the complementary language use, as discussed in Chapter 5. In some courses this model seemed not to be working well since the courses are taught from an English point of view. The language used to explain the isiXhosa/isiZulu concepts was still English while IsiXhosa/isiZulu as languages of teaching and learning were used only for isiXhosa/isiZulu first language classes. Maseko (2014) addresses the issue by indicating that multilingual glossaries are vital in supporting cognition.

The introduction of SMP and implementation of multilingualism in academic context at Rhodes came at a dire moment for the academic department that hosted it, i.e. SMP. The SMP resuscitated a department that was on the verge of being phased out due to low student numbers and department curriculum that was not responsive to students needs in both the department and the institution in general. RU African Language Studies Department was only teaching isiXhosa as a generic language to second language learners only at undergraduate level. The first steps were to include language teaching to professional courses which meant changing the course objectives to include the following: To equip students with basic language skills specific to their vocation, to be able to cope during client-professional interviews in contexts where isiXhosa is spoken and, furthermore, to provide students with knowledge and skills which would be necessary for them to understand and interpret cultural issues embedded in communication, especially those specific to their vocational contexts.

The conceptualisation, design, implementation and evaluation of the curriculum was done by the language department in consultation with the discipline the language department was working with. One of the critical aspects of curriculum development at university is assessing the needs and relevance of the planned curriculum to the target users and the community of practitioners. Teaching language in another discipline meant that it had to be a context driven curriculum with real life situations. The courses were taught by emulation of actual use of target language in real life situations in all the discipline related courses such as health sciences at UCT, Law, Pharmacy and Journalism at Rhodes as well as nursing sciences, education and psychology in UKZN. The contextualising of language learning within the different disciplines played a big role in demonstrating the relevance of the courses in the South African context.

The design of the curriculum was done after the needs analysis. In the process of curriculum development there was full integration of language with the society it is spoken in. This strategy is to equip learners and give them skills to understand the nuances of a discipline. This course dealt with the discipline's register in the three streams which are beginner for first time learners of isiXhosa, for intermediate which was meant for the isiNguni speakers as well as for those who have some knowledge of the language and the first language speakers. Useful phrase booklets were developed for second language learners which were helpful to understand e.g. euphemism and what can be regarded as taboo especially for health science courses. The writing skills courses had to be developed for first language speakers as there seemed to be a need as the schooling system continues to fail African language teaching. Many mother-tongue students lack writing and reading skills in the mother tongue even though they are fluent speakers. Piloting of the courses was done in order to inform the curriculum design. This made it to be informed from bottom-up as the materials and pedagogy was gained from the learner's perspective. There was a deliberate intention to make the learning of additional languages accessible and pedagogically sound.

As pointed out in Chapter 5 UKZN was to start its multilingualism implementation programme in the professional disciplines of Education, Nursing and Psychology. Since the time of SANTED project there has been effort by the university to move from plan to practise. According to UKZN Language Plan which was to be implemented in phases, it confers that in Phase 1 (2008 – 2018) even though English is the language of teaching and learning isiZulu is

encouraged as a medium of instruction at the ‘discretion of the Faculties’ which would depend on ‘their context of teaching and learning’(UKZN Language Plan, 2006). This was manifested in the courses that were developed by the African Languages Department in collaboration with other discipline departments to develop the communicative competence of students in isiZulu. The scarcity of material and specialised terminology in disciplines that are intended for higher domain is usually a problem for the use of the African languages. It is therefore one of the reasons why when using African languages as languages of teaching and learning corpus planning has to be part of the programme.

The effect of the courses was investigated through evaluations of these courses which was by using the formative as well as the summative evaluation strategies as pointed out in Chapter 4. Students were given questionnaires that were open ended and there were focus-group evaluations as well. The focus groups were meant for elaboration and cross-checking on certain responses that were in the questionnaires. It is evident from these that the cultural aspect of the course was important to the learners in all streams which is first and second language speakers of isiXhosa and isiZulu. The students felt the courses empowered them to be aware and understanding to the other and these are benefits of individuals who are multilingual and multicultural in a country that has diverse languages and cultures. The teaching of the language was not in isolation from the knowledge of the people speaking the language.

Mda (2004:184) quoting Fanon (1967:17) argues that ‘communicating in a language requires not only a knowledge of the structure of the language, but a propagation of the culture and values embedded in the language. To speak means to use a certain syntax, to grasp the morphology of this or that language, but it means above all to assume a culture, to support the weight of a civilisation. This ideology is in sync with how multilingualism approach in teaching and learning was used in these institutions. It is evident through the practises of SMP that a multilingual approach in teaching is not only ‘desirable but also do-able’ (Mda, 2004:190). The benefits of these multilingual courses can therefore not be downplayed. This shows the value of multilingualism in education as well since the students could access knowledge in any of the languages in spite of having dissimilar degrees of competence. Interestingly, even the first language speakers of the language of teaching and learning seemed

to be able to enrich their own understand of the discipline through using the lens of a different language.

Besides linguistic and cultural knowledge, the courses sought to provide students with awareness and knowledge about multilingualism to add to their learning experience and beyond, especially when practicing in a multilingual society. These multilingualism second language learning vocational courses provided an opportunity for interdepartmental and interdisciplinary collaboration, between the language department and the discipline hosting the professional programme. This provided an opportunity to engage with “champions” within these programmes about the value of language in non-linguistic or sociolinguistic disciplines.

An example of implementation of multilingualism in teaching and learning is isiXhosa for Journalism course introduced, as indicated earlier, as a core course in the Bachelor for Journalism (BJOURN). The course focuses on developing linguistic abilities of in the context of newsgathering in a linguistically and culturally diverse societies. The themes covers relate to areas wherein Journalism students who gather stories for news-reporting, e.g. politics, topical news, sports, health, etc. while at the same time doing different kinds of media that is print, photojournalism, radio, television, etc. All these have to be taken into consideration when forming their vocabulary lists.

As already been mentioned in the discussion of terminology development the problem with the implementation of new courses was scarcity of resources which hindered the teaching and learning. This is counteracted by staff members who produce their own material. At Rhodes for example, isiXhosa for Journalism specialized vocabulary was ascertained from the staff members and included in the course. The creation of new material could be regarded as a positive aspects since all stakeholders are able to come up with innovative and transformative material that is relevant for teaching a language in vocation specific course. The material used placed students at a centre of problem solving of complex intercultural tapestry. In the creation of new material when multilingual concepts were not readily available in the isiXhosa/isiZulu vocabulary expertise had to be drawn from both the discipline experts as well as the language experts in order to come up with an appropriate term.

The non-academic context of the implementation of multilingualism by SMP was through the staff course which was done by both UCT and RU. When SMP started these courses were already in place. It is in the manner they were taught that changed. At RU before SANTED these courses concentrated on linguistics and with SMP intervention they dealt with both linguistic and cultural pedagogy. The benefits of this are already dealt with in the academic context. Even though these courses were called staff course they spread to the community at large with RU offering a special course to a game reserve. These multilingual courses were taught to different groups where English was taught to first language speakers of isiXhosa and isiXhosa taught to first language speakers of English. The benefits of even the courses for non-academic purposes are immense as the project provided valuable learning experience staff members and community. This became part of a training ground for even development and promotion in other instances where benefits of multilingualism were acknowledged. These were non-intended outcomes which came as a result of multilingual practices.

For signage and general communication as well as the institutional culture there has been a general advancement in the use of African Languages with the official language of the university which is English. This is showing that the universities are complying with the LPHE which promotes the use of other languages other than English. The teaching and learning is just as important in the access and success of learners. If the university culture is hostile to other languages then these language users might not succeed because of an environment that is not conducive to learning. Other staff members might not be confident in the use of English, especially the support staff which might create a breakdown in communication or a lot being lost in translation.

6.6 Towards a sustainable plan: Integration of SANTED Programmes into academic projects

One of the most important successes of a project is not only to make changes at a given time when the project is in operation but to continue and be integrated in the institution or society beyond its term. This is why the SANTED Project members needed to make sure that there was a sustainable plan that ensured the projects continuity after the funding period. Gibbon (2014:155) points out that “Sustainability ... may be measured in terms of the mainstreaming

of activities, finance committed, staff appointed, significant changes in institutional culture and the level to which an innovation becomes an orthodoxy.”

In almost all of the beneficiary institutions, SANTED project interventions became part of mainstream activities and in some cases produced essential changes that were in line with the promotion of multilingualism in higher education. The courses that were created during the SANTED period seem to have continued and flourished in the different universities. Others took another form for example changing from being an elective to being a full course. Very few were withdrawn, dropped or discontinued. From the onset it was envisaged that the identified trends in the implementation process of multilingualism in the institutions participating in SMP would be sustainable so as to fulfil the objectives of the projects.

The SANTED Project funds enabled the initiation of the programmes which were aligned to the endeavours of the different institutions and the sector as whole regarding the implementation of multilingualism. Buy-in was needed from the different institutions in order to institutionalise and develop sustainability plans. Previously marginalised languages needed to be phased in and developed as languages of teaching and learning in order for them to function alongside English. When English and the indigenous languages work collectively this could create a multilingual model that will not develop more monolingual universities that cater for a minority of the learners.

At UKZN isiZulu has been made a requirement for all students starting a degree. Four years after the end of the SANTED project the compulsory use of isiZulu, the language which is spoken by the majority of the people in the KwaZulu-Natal Province, was rolled out to new students. This was after a decision was taken by the university’s senate in 2013 to make the course compulsory for the undergraduate students who enter the university. This made the university to be the first one to have an African language being taught to all first year students. The report by the university senate (2013) expresses that UKZN is proud to be the ‘first South African institution of higher learning to make bilingualism a compulsory requirement for undergraduates and thus contribute to providing the country’s young professionals with vital communication skills’. This was a plan that guaranteed the implementation of a multilingual

policy. It was concretising the plans that were started or developed further during the SANTED Project time.

The University of KwaZulu-Natal has a Language Centre which started same year as SANTED in 2007 and is based at Pietermaritzburg. It falls under the teaching and learning unit and its main purpose was to support second language speakers of English to gain access to the language of teaching and learning. It now offers isiZulu as a second language. Its services include full and part-time courses, language consultations, editing, translations, and testing of language proficiency. This centre is still continuing and offering multilingual programmes with the help of resources created during SMP.

Some of the programmes created during SMP have even evolved, for example IsiZulu for Psychology instead of being a communications course as when it started (as vocation specific course) is now looking at language as a phenomenon which includes indigenous knowledge. Multilingualism in the university is still developing further as the university now has a Language Planning and Development Office (LPDO). Khumalo (2017) says that this office's 'objectives are: 'first, to promote the development of isiZulu to be a language of administration, teaching and learning, research and innovation while accentuating the role of English as a primary academic language'. These are the same objectives that were promoted during the SMP time.

Through (ULPDO) the importance of language in teaching and learning was reinforced and sustained. This office became a support base for the African Languages Department in the university in order that language issues that are also related to the implementation of the language policy of the university and the country at large to be not the responsibility of the academic department. This shows a response to the Language Policy for Higher Education (Department of Education, 2002) which states that the different South African languages need to play a role in different institutions of higher learning. The policy stipulates that universities need to take the initiative in the development and use of African Languages in higher education.

The same university has adopted a rule that stipulates that all postgraduate students must translate abstracts of their theses into isiZulu. This is a worthy way of promoting isiZulu scholarship and the development of the language. *Alternation*, an Interdisciplinary Journal for the Study of the Arts and Humanities in Southern Africa published by the university now accepts contributions written in African Languages.

At UCT what started as a one-year Health Sciences course has now been developed into a four-year compulsory course. At Rhodes two of the vocation specific courses, namely isiXhosa for Journalism and isiXhosa for Pharmacy are now a year and a semester course respectively and both of them are credit bearing. IsiXhosa for Journalism started with two streams which were beginner and mother tongue course (including isiNguni language speakers). A third stream has now been developed which is an intermediate stream and includes the isiNguni group that is not isiXhosa first language speakers. For Pharmacy even though this is a course that is in the Faculty of Science the students are allowed to take a course in the Faculty of Humanities.

The BED students from the Faculty of Education have been included in the mainstream courses which are the isiXhosa Non-Mother Tongue and Mother Tongue. This is a compulsory requirement for the Foundation Phase students and these students can choose to enroll for the second year either in the Linguistics Department to do English linguistics or to do isiXhosa second year. This is a condition that has been initiated by the Department of Basic Education for teacher trainees to understand the languages of their linguistically and multicultural diverse learners.

Since the inception of the multilingual projects in the 3 institutions there has been some changes in the institution's practices. Some of these changes meant that there had to be multilingual resources created for the multilingual construction of the university. For all of them the policies have been revised and multilingualism is the focal point of them. The project has provided a context for development of texts in African languages across curriculum. Even though the language was a source these developments can be included in the social organization and be part of history and anthropology by their nature. This is true of Prof Maseko's work which looks at the etymology of words to recreate the historical ideology of the isiXhosa nation. At Rhodes SMP has also established a foundation for the work of the a

SARChI Research Chair (2013-2022) in the field of Intellectualisation of African Languages, Multilingualism and Education as part of the South African Chairs Initiative (SARChI) which has been awarded to this university. The above projects show the legacy of SMP as at this university the programmes are continuing long after the SMP time. Even though each university was unique and carried its own idiosyncratic characteristics and environment and conditions the plan and its execution was centrally monitored and that created room for improvement in all the programmes. This could be one of the reasons SMP was highly successful.

6.7 Institutional collaborations between SANTED Multilingual Projects

The collaboration with other institutions that were also part of SMP as well as internal collaborations with experts in the different professional disciplines were some of enablers for the success of the project and development of isiXhosa and isiZulu thereafter. Another reasons that made the project to work was the stakeholder framework of commitment. They had a solid management and coordination support. There was continuous monitoring and evaluation of the implementation multilingualism plan. There was a level of synergy between the three institutions, the education department and the two countries.

From the early stages during the SANTED period a workshop was organized on the 31st of May 2007 (1st year of SMP), for a joint Multilingualism Workshop. The purpose of the workshop was to share experiences regarding the projects, to learn from one another, to explore possible commonalities between the UKZN/DUT and Rhodes projects, and in these ways to contribute to the intellectualization of African languages. This was the beginning of many other workshops that were to come with one workshop culminating in a PRAESA Occasional Papers book of 2010.

The SMP would share ideas about the best practices in the different universities. They would help each other to disseminate information on multilingualism issues thereby strengthening the Project further. This is one aspect of SMP that failed to continue after the project as each university now is working on its own in promotion of multilingualism. Having said that there are other structures that are still uniting these universities for example the COPAL which is the

Universities of South Africa Community of Practice for Teaching and Learning of African Languages. COPAL advocates collaboration among the different institutions of higher learning so as to deal with challenges facing African languages together.

6.7 Staff development and capacity building

The courses developed during the SANTED Multilingual project were not only developing students who are linguistically and culturally sensitive but it gave an opportunity for young staff members to gain access to the higher education institutions. The main intended skill was to promote multilingualism with the higher institutions for the students to function in a linguistically diverse country. The SANTED project was open to other forms of development. That is why because of the processes put in place to develop the students, young scholars emerged as a result there was capacity building. According to CHET (2002:1) Capacity building is an 'over-inclusive concept' which is a basic matter of building institutional person power to the point where there is an adequate skills base to fulfil the tasks of an organisation. This is evident where for example at Rhodes the African Languages department was close to extinction with two members of staff and an overall student number of less than 70. The SANTED multilingualism project came with the revamp of the department as more staff members were needed to facilitate the multilingualism project. All the postgrad students that had to be employed for this task had to be trained on second language acquisition and workshopped.

There was also need for teachers that would be available for the advancement of the programmes created and this meant training of teachers and investment in their development or investment in capacity building. The success of the discipline-specific courses has relied, by and large, on the availability of a staff member, or a champion, within a specific discipline, to collaborate with in driving the curriculum development process. This meant that for terminology development as well as discipline specific courses there needed to be collaboration between the language and the particular discipline. Capacity building in the plan meant that more people were able to participate in the development of indigenous languages, thereby creating a multilingual capacity in the institutions.

At UCT when SMP was phased out since their project was not housed in a language department there was no funding for the lexicographer and the terminologist who was working in the project to develop the glossaries. Even though that is the case a second language teaching lecturer position was later developed. Capacity building in this institution was not as broad as in the Rhodes and UKZN projects. At Rhodes staff members who were from different disciplines such as Computer Science and Communication and Media Studies became part of the African Languages department and advanced their studies in this field.

6.9 Transformation and role of SANTED Multilingualism project in higher education

Transformation signifies social change which expresses an undertaking from one state to another and commonly involves improvement. The term transformation and what it is envisaged to represent is used extensively in numerous South African legislative policies to motivate for change from the apartheid order to new social relations brought in by the new democratic dispensation. In the context of higher education transformation is seen as ‘part of the broader process of South Africa’s political, social and economic transition, which includes political democratisation, economic reconstruction and development, and redistributive social policies aimed at equity’ and ‘a necessity, not an option’, in the South African context (South Africa, Department of Education, 1997:29). It therefore refers to changes that the contemporary university is undergoing in a rapidly globalising world. It is also associated with challenges such as language, access, diversity, equity and quality that these institutions of higher learning are faced with. It is generally understood to mean increasing access, retention and success of previously disadvantaged groups, reviewing HE institutional policies, practices and course offerings, amongst other things, such that they reflect South African diversity.

Transformation in South African higher education learning environment is a challenge. The higher education has shown major progress in transformation in the past 20 years. Since the South African democracy it has been vital to transform the higher education system so as to overcome the legacies of a linguistically and culturally segregated country. Fourie (1999: 275) argues, the phenomenon of global transformation of higher education is ‘an undeniable fact’. The demography in the institutions of higher learning is changing every year especially in the

previously advantaged universities from being mostly English to reflecting the ratio of African language speakers against English or Afrikaans language speakers.

At entry level the universities are dominated by African students, but they continue to be the least successful (HE Monitor 8, 2009:18). These students when they enter university they find themselves in an environment that is different from their own and institutional culture (mostly English) that is dominated by that of a certain group of people. This means that these students that are starting to be in the majority need to be catered for by the institutions of higher learning that they are entering. The education for them needs to be accessible rather than unattainable which when there is a contradiction in the intake of students against their retention and success courses a misnomer in the realisation of schooling and development of the country (Alexander, 2004).

Curriculum is intertwined with the institutional culture which makes it not conducive to reform since it has remained Eurocentric in the historically monolingual and white universities (Soudien et al, 2008:102). A key element in curriculum delivery is how knowledge is conceived, constructed and transmitted. The changes in the demographics in the institutions of higher learning are merely statistics and social engineering as against acknowledging the languages and cultural representativeness as transformational tools (Eloff 2008). Most of the South African universities resemble European institutions of higher learning and they take after their ideology. Europe, however, cannot serve as a model for Africa. European statehood is based on the ideology of the linguistically, culturally, and ethnically largely homogenous nation-state which is mostly one language philosophy as against linguistic, cultural, and ethnic plurality and diversity in Africa (Wolff, 2017).

Soudien et al (2008) point out that the use of English for teaching and learning across board is the major creator of crisis in our higher education institutions even though that is the case there are other elements that contribute to the underperformance of students who speak other languages either than English. Lack of epistemological transformation is reflected in the role of language in higher education as it is an obstacle to academic success for the majority of indigenous language speakers. The need for African languages to play a significant role in HEI environment. HEIs seen as pivotal in promotion of African languages, mainly because of their

principal function as centres of research, enquiry and development (Alexander 2005, Bamgbose 2001). These languages actually has to be seen as providing a catalyst for rethinking and researching in higher education and this in turn would provide for specificity within the transformative agenda. Language therefore is supposed to be acknowledged as the means that could support and advance and uplift a country, which is why the language of teaching and learning should always be acknowledged when dealing with transformation issues.

To change the previously monolingual English universities to be multilingual, some of the interventions is done by the provision of African language courses for communication purposes for staff and student as academic and non-academic language course that are credit bearing or non-credit bearing respectively. The courses presented are supposed to infuse multilingualism into the discipline courses. For 1st language speakers of indigenous languages the use of the home language allow students when they are studying and when they are professionals to connect with the people they work with.

The SMP's and other institutions are transforming at different levels, including at the level of student make-up as students are increasingly more linguistically and culturally diverse. Given the location of SMP's University, there are also more isiXhosa/isiZulu mother tongue students. University policies and practices, the latter specifically in relation to language teaching, need to be responsive to this increasing diversity. According to Maseko (2008:70), "Indigenous languages in South African tertiary institutions, historically, have never been used in various teaching acts, across disciplines, for example, as mediums of instruction, or as languages of assessment." This is so even though there is clear evidence that their use to support the language of learning and teaching (LoLT) can improve cognition and social cohesion (Wolff 2002; Maseko 2011).

Many of the South African universities have a language policy which favors promotion of African languages but only a few have implementation plans and are actively promoting African languages in their teaching acts. Looking at the SMP's it is evident that even though at the time the projects were focused more on promoting multilingualism their output was more transformative in nature. At UCT although the language policy still recognizes English as the primary tuition medium, by making provision for the learning and use of other languages at

undergraduate and postgraduate levels, it wedged open the implementational and agentic spaces for multilingual education. An example would be that since 2004 no medical student can graduate without passing courses in isiXhosa and Afrikaans through a process of on-site clinical examinations (OSCEs). In this process the student is evaluated by both linguists and clinical skills experts when examining a patient. The objective of this program are to evaluate how well the candidate examines the patient in their mother tongue, in this case isiXhosa, Afrikaans or English. There is also the innovative work of the nearly formed Centre for African Language Diversity (CALDi) as well as the Centre for Higher Education (CHED) at UCT.

Although RU is presently still far from complying with the full scope of the linguistic dimension of the South African Constitution and the country's subsequent language legislation, there have been ground breaking developments of multilingual staff members accommodating their learners by using multilingualism in their lectures. This started by creating discomfort to some students and staff members that is caused more by being shaken by the change of what was being regarded as the norm which the use of the English language. This university allows for and advocates bilingual/dual media/translanguaging classroom practices across all subjects. The use of multilingualism has in turn created debates of language related issues within the institution. A Transformation office has been established which has language as one of its focal areas. It is meant to promote informed decisions about the shape, form and activities that would achieve a multilingual environment in the university.

SANTED and its programmes has instigated this progress by also being part of the revision of the university's language policy. Even though that is the case use of language in this university fluctuates between hegemonic English monolingualism since English is the default language of official business and record as well as default LoLT in all but language subjects other than English. This university also has occasional symbolic trilingualism (selected signage on campus), with additional non-default bilingual service offers regarding translation and interpretation from English into Afrikaans or isiXhosa on request, and provisions for selective bilingualism involving English and a target language in language subjects (Maseko, 2008). Current sociolinguistic and pedagogical research continues to identify and support mother tongue-based multilingual education as obviously superior strategy over monolingual and, in

particular, foreign language medium of instruction for students with LOTE (language other than English) background. There is a strong promotion of African scholarship for all the SMPs. At RU and UKZN there are theses and articles that are written in isiXhosa and isiZulu which is not only promotion of multilingualism but adds to the transformation trajectory.

The University of KwaZulu-Natal also has innovative language learning programs in isiZulu for Nursing and Psychology. Since the time of SANTED project there has been effort by the university to move from plan to practise. According to UKZN Language Plan which was to be implemented in phases, it confers that in Phase 1 (2008 – 2018) even though English is the language of teaching and learning isiZulu is encouraged as a medium of instruction at the ‘discretion of the Faculties’ which would depend on ‘their context of teaching and learning’(UKZN Language Plan, 2006). This was manifested in the courses that were developed by the African Languages Department in collaboration with other discipline departments to develop the communicative competence of students in isiZulu. The use of isiZulu across campus in the first year course at this institution a worthwhile contribution to the transformation of the South African university environment and to the South African society at large. (Hlongwa & Mazibuko, 2012).

6.10 Advancement of African scholarship

At Rhodes during the time of SANTED for the first time in years the isiXhosa first language was introduced. This course was presented as part of a new transformed curriculum in isiXhosa at the mother tongue level which speaks to the South African market place, where the language could be used as a profession instead of supporting other disciplines, for example for qualified translators. The isiXhosa mother tongue course takes a multi-disciplinary approach and attracts students from a variety of disciplines. The modules offered are supposed to enhance the employability of the students. The design of this course was meant to facilitate the intellectual development of isiXhosa. Given the history of African languages in higher education, the Department has designed academic programmes that are relevant to general language study, but also have social relevance and, as such, the Department has moved away from structural approaches of linguistics to applied language studies which have social relevance. There was exponential growth in the African Languages Department not only in

student numbers but in the number of courses offered as well as the research output after the repositioning of the department.

6.11 Working within National Legislative Framework

The South African Higher Education (HE) system has offered both challenges and opportunities since 1994. The South African democratic constitution has been driving reconciliation of institutions that had been segregated along language as well as race ever since independence. This has resulted in numerous, if not all, South African institutions to be linguistically and culturally diverse. The subsequent legislative policies have since brought languages as one of the entities which had been marginalised in the previous political system to the centre of HE. As with all disciplines, the scholarship of teaching and learning of African languages over the last two decades has been taught within this context. The new legislative policy “recognises the important role of higher education in the promotion of multilingualism for social, cultural, intellectual and economic development” (*Language Policy for Higher Education* (LPHE), 2002 (18.2).

Language Policy for Higher Education acknowledges the diverse student body and recommends that universities support students that do not speak the language of teaching and learning (English) as their first language. This policy promotes the use of multilingualism in these institutions and require the indigenous languages to be developed so that they can be used alongside the previously advantaged language which is English. The LPHE Framework Report states that:

“...while recognising the increasingly hegemonic status of English in business and communication globally, it is necessary to establish the foundation for the use of African languages as Languages of Tuition at all levels of the system, however long the process of doing so might take”.

The SANTED Multilingualism Projects can be said to have influenced the language policy in the various participating universities. Its influence has resulted in the policies at these institutions attempting to be relevant by responding to demanding national needs in a global context. In all of them there has been revision of the institutions language policy and SANTED

being pivotal in the change. At Rhodes University there was a development of a language committee with some members of SANTED being members of this committee. What transpired in the implementation of multilingualism during the SANTED time became guiding device to the language policy 2014 revised document which promoted multilingualism.

Rhodes University aspires to the implementation of the constitutionally stipulated equity of the three official provincial languages isiXhosa, Afrikaans, and English, in both status and function, particularly with regard to uninhibited use in academic administration and as LoLT across all academic subjects and domains of communication. Since for historical reasons, among the three, isiXhosa still remains in need of controlled empowerment and intellectualisation to fully serve these functions (foremost in terms of academic literacy), the development of the scientific and material prerequisites for this task naturally falls into the responsibility of the African Languages Section in this institution in cooperation with all administrative and academic units within the university.

6.12 Conclusion

Drawing on the works of the SANTED projects it is argued that African languages and English (as language of teaching and learning in almost all the South African tertiary institutions) can co-exist and play significant roles in the development of multilingualism which is viewed as an expediter of success in education. One of the main spin-offs of the repositioning of African languages at any university would be scholarship and the development thereof, in other words providing a contemporary intellectual home for the discipline. Scholars of African languages need to re-engage with researching in relevant fields of study as mentioned earlier. The promotion of African language scholarship will boost the status of African languages, and more importantly, retain first language speakers as young academics, allowing for the further intellectualization of these languages from a mother tongue perspective. The promotion of multilingualism at our universities should be a major research focus area. The challenge here again is to redefine existing theories developed in the West and to find space for new knowledge that has been developed for, and in the African context.

CHAPTER 7: CONCLUSION

This thesis has provided a critique of the SANTED programme at South African Universities against the backdrop of transformation. This involved the University of KwaZulu-Natal, Durban University of Technology, University of Cape Town and Rhodes University. The thesis critiqued the SANTED programme bearing in mind the specific challenges that each university faced at that time. The effect of the SANTED programme on the retention of students within the system is emphasised. The importance of language and how it is utilised at these universities becomes clear in chapters 4 and 5 of the thesis.

The development of terminologies in African languages and the importance thereof in the teaching and learning process becomes clear through the research that is presented. The use of African languages is also clearly supported in chapter 2 of this thesis where a literature review is presented. Scholars are clearly supportive of the notion that one learns best in a language that one understands best. The SANTED programme therefore gave impetus, and provided the opportunity for the development of African languages and the use of such languages in the respective University systems.

There is a certain irony in the SANTED programme which is not lost in the thesis. The fact of the matter is that most of the SANTED funding emanated from abroad and not from South African funders, providing the platform for the development of South African languages by doing so seeking to challenge the hegemony of English. However the Norway intervention in the South African language problems is not surprising given the fact that Norway is not new to issues concerning English hegemony as they also have to deal with more than 120 language groups in their country. In this country inward migration since 1990's has led to increased language diversity as a result almost all Norwegians are bilingual in Norwegian and English. The Norwegian government through funding of minority languages and promotion of Norwegian has tried to elevate their own languages by using additive bilingualism/multilingualism and in so doing not letting English to dominate. It is therefore interesting to note the significance of the Norwegian partnership with South Africa in that, it is through how the Norwegian Agency for Development Cooperation formulated their policy through what they termed *Recipient Responsibility* that the collaboration worked. Their idea was not to impose but to help develop these partner countries through financial support and

letting these countries to have their own ideas on how to develop their own institutions (Grimstad, 2014: xi). This gave life to what is contained in the Constitution as explicated in chapter 2 of this thesis.

The above contributed to the lessons learned from the SANTED programme: there can be no development of African languages (or any language for that matter) without the political will and appropriate funding mechanisms. The South African Government, Education Departments, the Department of Arts and Culture as well as PanSALB should work together collaboratively to come up with appropriate funding mechanisms which support the development of African languages through the already existing University systems. Each University could then be responsible for developing a specific language or languages. It would be imperative to have the necessary funding in place to attract students through a bursary system as well as retaining staff who could empower this process. This is a major lesson learned from the SANTED programme.

A further lesson learned from the programme is that the way in which languages are used on our campuses can contribute to allowing students access to this learning environment as well as retaining them in the system through appropriate language interventions. This is clear from the statistics presented in chapters 4 and 5 of this thesis. From chapter 5 and 6 it can be seen that development of a language requires a lot of investment, such as capacity in that there should be manpower to impart knowledge on use of the African Languages, development of glossaries, dictionaries, course books, etc.

Finally, the notion of transformation is explored in chapter 6 of this thesis. There is no doubt that language can play a pivotal role in the transformation process at South African universities. Again, and perhaps without knowing it at the time, the SANTED programme provided clear pointers for the transformative process that universities are undergoing at the present moment. The development of innovative language policies at the respective universities indeed feeds from the processes that were put in place by the SANTED programmes. What is now required is that all universities take ownership of language related initiatives and that they make them part of the teaching and learning programme, for example developing multilingual and bilingual teaching strategies for use in the classroom. The

universities discussed in this thesis have already begun this process. All South African universities need to follow this example in order to remain relevant and to engage with the transformative nature of language within the university environment. Transformation goes beyond visible signage. It becomes a deeper transformation when one engages with language in the way the SANTED programme afforded the universities at hand.

This thesis has shown that the SANTED programme provides a good example of what is possible regarding the teaching in, and studying of African languages. It also provides an example of how the development of African languages through glossaries and other appropriate means can assist students in the cognition process. It is argued in this thesis that the model presented through the SANTED programme can be rolled out for all languages, with assistance from all universities as well as a carefully backed political intervention and plan of action. This would indeed provide for the implementation of the various legislative frameworks (as presented in chapter 2). Through such a system the Language-in-Education policies as well as the implementation of the various university language policies would become a reality.

The thesis provocatively suggests that the future of teaching and learning at South African Universities remains in the hands of mother tongue speakers of African languages. It is when such speakers of African languages embrace the notion of language as power that the real transformation process begins. It even speaks to the serious notion of so-called 'decolonisation'. The thesis suggests that this is not possible if language is not taken as the point of departure of such a process. One cannot decolonise and transform (see chapters 6) without empowering African languages to become vehicles of knowledge at South African Universities. The SANTED programme set the scene for such transformation, and provided clear evidence of this.

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APPENDIX A

UNIVERSITY OF CAPE TOWN DRAFT LANGUAGE POLICY

19 June 2013

Preamble

The University of Cape Town views language as a resource and recognises the personal, social and educational value of multilingualism, as well as the importance of promoting scholarship in all official South African languages.

The language policy of the University takes as its starting point the need to prepare students to participate fully in a multilingual society, where multilingual proficiency and awareness are essential.

The Language Policy has several objectives.

The first objective is the development of multilingual awareness on the one hand, and multilingual proficiency on the other.

The second objective is to contribute to the national goals of developing all South African languages so that they may in the medium- to long-term be able to be used in instruction, and of promoting scholarship in all our languages.

While - given the location of the university in the Western Cape - English, isiXhosa and Afrikaans are all recognised by UCT as official languages, English is the primary medium of instruction and administration. However, although English is an international language, it is not the primary language for many of our students and staff. The third objective is, therefore, to ensure that our students acquire effective literacy in English, by which we understand the ability to communicate through the spoken and written word in a variety of contexts: academic, social, and professional.

Teaching and Examinations

English is both the primary medium of teaching and of examination except in language and literature departments where another language is taught and may be used. This applies at all levels, and to dissertations and theses for higher degrees.

All academic programme convenors and teachers are expected to explore and implement ways in which the objective of the promotion of multilingual awareness and proficiency can be achieved; and to contribute towards realising the national goals of developing all South African languages and their use, and to promoting scholarship in all our languages.

Administration

English is the primary language of internal governance and of administration. All English communication must be clear, concise and gender-sensitive. Where practical, communication will include at least the three official languages of the university: English, Afrikaans and isiXhosa.

The university management and all administrative heads of department are expected to explore and implement ways in which the aims of multilingual awareness and proficiency can be achieved; and to promote the use of the three official languages in their internal and external communication, wherever, practicable.

The UCT Language Plan

The University's Language Plan proposes strategies, guidelines and structures for implementation in relation to teaching African languages to staff and students, promoting scholarship in all South African languages, and facilitating proficiency in English and promoting multilingualism in the environment.

The Language Policy Sub-Committee

The Language Policy Sub-Committee is a Sub-Committee of the Senate Teaching & Learning Committee. Its purpose is to optimise all aspects of language development related to multilingualism at UCT, to consider annual and medium to longer term plans and policies in this area for approval by Senate (via the Teaching and Learning Committee), and to promote informed decisions about the shape, form and focus of programmes and activities designed to promote and achieve a multilingual environment at UCT. It is responsible for developing and monitoring overall policy on multilingualism for the university in the form of an institutional, Senate-approved Language Plan.

APPENDIX B



LANGUAGE POLICY OF THE UNIVERSITY OF KWAZULU-NATAL

Approved by Council 1 September 2008

Introduction

The Higher Education Act of 1997 informs language policy for higher education. The documents *Language in Education Policy (1997)* and the *Language Policy for Higher Education (2002)* set out the framework for the policy development. Under the *Higher Education Act*, and subject to the policy determined by the Minister of National Education, each higher education institution must determine the language policy of each institution and publish such a policy.

The University of KwaZulu-Natal identifies with the goals of South Africa's multilingual language policy and seeks to be a key player in its successful implementation. There is a need to develop and promote proficiency in the official languages, particularly English and isiZulu. The benefits for students becoming proficient in English, the dominant medium of academic communication and of trade and industry internationally, and the *lingua franca* in government and institutions in South Africa, are clear. Proficiency in isiZulu will contribute to nation building and will assist the student in effective communication with the majority of the population of KwaZulu-Natal. This policy seeks to make explicit the benefits of being fully bilingual in South Africa.

The policy for the University makes clear:

- the need to preserve and promote respect for, and proficiency in, the languages referred to in the Constitution, and other languages, including the heritage languages, that facilitate potentially valuable cultural, scientific and economic ties;
- the development of an awareness of multilingualism through an acknowledgement of all the official languages of KwaZulu-Natal, namely isiZulu, English and Afrikaans;
- the need to achieve for isiZulu the institutional and academic status of English;
- the provision of facilities to enable the use of isiZulu as a language of learning, instruction and administration; and
- the need to foster research in language planning and development.

The University will continue to use English as its primary academic language but will activate the development and use of isiZulu as an additional medium of instruction together with the resources (academic and social) that make the use of the language a real possibility for interaction by all constituencies in the University.

1. Rationale

- 1.1 The central function of the University is to generate and impart knowledge, in accordance with the highest international standards, and to add to the store of knowledge by research and cooperation with scholars, nationally and internationally.
- 1.2 At our University, students whose home language is isiZulu form an important and growing language group, reflecting the fact that isiZulu speakers are by far the largest single language group in KwaZulu-Natal. The University therefore has a duty to provide a linguistic and cultural ethos favourable to all students.
- 1.3 The University's capacity to generate and disseminate knowledge in its research and outreach activities is linked to its ability to mobilise isiZulu fully.
- 1.4 IsiZulu is one of the official South African indigenous languages named in the Constitution, whose 'use and status' have been 'historically diminished'. The University, following the Constitution, is bound to 'take practical and positive measures to elevate the status and advance of the use of isiZulu'. The University is also bound to promote the principle of multilingualism i.e. that all official languages of South Africa enjoy parity of esteem and are treated equitably.
- 1.5 The language policy of the University forms part of a wider interconnected strategy at the national level to promote multilingualism and, at the provincial level, to advance isiZulu.

2. Principles guiding the University's language policy

- 2.1 The University's learning, teaching, and research must continue to be of the highest quality and to be recognised as such nationally and internationally.
- 2.2 The University's language policy is informed by the national and provincial policy requirements.
- 2.3 The language policy is in accordance with the University's vision and mission statement which includes the injunction to promote and foster tolerance and respect for diverse cultural and social values.
- 2.4 The University recognises the value of the English language as an international language of scholarship and the main language of administration and business at the University of KwaZulu-Natal.
- 2.5 The University equally recognises the importance of isiZulu as a custodian of culture, heritage, and tradition and as a means of communication.
- 2.6 The University recognises the importance of the Afrikaans linguistic and cultural tradition and of the Afrikaans language as a means of communication.
- 2.7 The University recognises that the languages and traditions of the South African population of Indian origin enhance the cultural richness of the Province.
- 2.8 The University intends to develop the use of isiZulu as a language of instruction and communication and it is the responsibility of the Faculties, in consultation with the University Languages Board, to determine and effect the process.
- 2.9 The policy of multilingualism calls for the active cultivation of respect for diversity in language and culture.
- 2.10 University policy on language will be driven by leadership and example.

3. The development of languages of instruction of the University

- 3.1 The University acknowledges the position of English as the dominant language of instruction and believes it will be necessary to work with the status quo while developing isiZulu for use in all higher education functions.
- 3.2 The University will develop isiZulu for use in instruction as part of a medium- to long-term strategy to promote bilingualism. For this purpose the University shall draw up a language plan setting out details of implementation such as time frames and costing.
- 3.3 The promotion of isiZulu for use in instruction will require the development of dictionaries and other teaching and learning materials. To achieve this the University shall work closely with PANSALB, the Ministry of Education and the Department of Arts and Culture.
- 3.4 The successful implementation of the language policy will depend on the injection, over a period of time, of substantial financial resources from the State, as undertaken in the Language Policy for Higher Education.
- 3.5 In order to ensure that language does not act as a barrier to access and success, the University shall provide language and academic literacy development programmes in English and isiZulu.

4. The development of isiZulu and English for academic study and research

- 4.1 The University shall pay particular attention to curriculum development in English and isiZulu.
- 4.2 The University will work in collaboration with the University of Zululand to create a regional platform for the development and study of isiZulu.
- 4.3 The University will encourage research conducted in and through isiZulu.

5. The promotion of multilingualism in institutional policies and practices

- 5.1 The University shall use a similar approach to that proposed for the study of isiZulu and English in clause 4 above to encourage the development and study of other languages, in particular those spoken on the African continent and necessary for the promotion of international trade and tourism, as well as academic and cultural contact.
- 5.2 The University recognises its role in the promotion of multilingualism for social, cultural, intellectual and economic development. This includes other official and other indigenous languages as well as the heritage and foreign languages.
- 5.3 To this end university emblems, public signs and notices and, where appropriate, public ceremonies such as graduation, inaugural lectures and other public functions will be in English and isiZulu.
- 5.4 The languages of administration will be English and isiZulu.
- 5.5 To enhance the knowledge of existing academic and administrative staff the University will provide language courses for staff who do not have English or isiZulu communication skills.

- 5.6 Candidates for posts in the administrative or academic sectors shall be expected to have knowledge of English and isiZulu. Where knowledge of either language is inadequate for the post, there will be provision for access to communication courses as appropriate.

6. Review of Language Policy

This Policy will be reviewed in 2018, at the end of Phase 1 of its implementation, or earlier if deemed necessary.

APPENDIX C

Durban University of Technology

DURBAN UNIVERSITY OF TECHNOLOGY LANGUAGE POLICY	
Document number:	
Document name:	Language Policy
Coordinating Exec Manager / Document owner:	Vice-Chancellor
Operational Manager/s:	Executive Deans, Heads of Department, Registrar
Contact & tel. no. for support:	
Status:	Approved
Approved by:	Council
Date approved:	27 November 2010
Date last amended:	
Date for review/ next review:	27 November 2014
Title of manager responsible for monitoring policy implementation:	Vice-Chancellor
Title of manager responsible for policy review :	Vice-Chancellor
Related policies: DUT Quality Assurance Policy DUT Experiential Learning Policy DUT Learning Programme Development Policy and Procedures DUT Recognition of Prior Learning Policy DUT Research Policy DUT Policy and Procedures for Non-subsidised Courses DUT Equity Policy	

1. Purpose of the policy

The purpose of the language policy is to provide a framework for the use and promotion of multilingualism at DUT and thereby give substance to the Ministry of Education's Language Policy for Higher Education (2002).

Although DUT will maintain English as the main medium for instruction and for its business, the university recognises the special significance of language policy within the context of South African history, where the imposition of one language was used as an instrument of oppression. DUT rejects the notion of a single dominant language,

as expressed in the Constitution and in government policy, while retaining the *status quo* "until such time as other South African languages have been developed to a level where they may be used in all higher education functions" (Ministry of Education: 10, Para. 15.1). DUT is committed to the process of moving away from a single medium institution and pursuing "the simultaneous development of a multilingual environment in which all our languages are developed as academic/scientific languages, while at the same time ensuring that the existing languages of instruction do not serve as a barrier to access and success" (Ibid: 5, Para. 6). In pursuing this aim, DUT will establish the language usage profile of its constituent community. The DUT's language policy should be embraced by the University and this should result in acknowledging the different groups.

Specifically, the university language policy is designed to:

- comply with the Language Policy for Higher Education
- align teaching and learning imperatives with the provisions of national and provincial language policies
- deepen transformation in teaching and learning
- encourage multilingualism and multiculturalism in university policies and procedures
- encourage and assist staff and students to learn an additional South African language
- steer the university towards being a dual or multi-medium institution.

2. Policy

The DUT shall

- maintain English as the main medium of instruction and as its business language
- mobilise resources to enhance the language competencies of staff and students
- over time, encourage and strengthen the study of South African indigenous languages.
- where necessary communicate in another language for staff especially when issuing university notices, newsletters and Council communiques.

3. Implementation Procedures

The DUT shall implement the policy in phases:

- **Phase 1 (Short Term)**
Establish a Language Unit tasked with implementing the language policy and the development of materials and training programmes. The Language Unit should be a stand-alone unit with an Advisory Board which should include representation from university language programmes. The unit should be appropriately resourced and should report to the Vice Chancellor.
- **Phase 2 (Medium Term)**
The Language Unit will conduct research in collaboration with other Language Units in the University into the language usage of the university community and

identify the languages spoken by the majority of staff and students. The unit should develop an operational plan, *inter alia*, to:

- investigate the need for the development of materials and resources for the teaching of African languages (eg. isiZulu and isiXhosa) (Ministry of Education: 10, Para. 15.2.1)
- support staff members in acquiring additional language competencies (Ibid: 8, Para. 11.4)
- support faculties in designing glossaries of terminology in the majority languages of the university community
- develop terminology and lexicographical material for these languages
- develop competencies and capacity in South African Sign Language (Ibid: 15, Para. 19).
- to look into assisting students where language is a barrier.
 - Phase 3 (Long Term)
- conduct research into language issues, with special attention to multiculturalism and multilingualism within the university context
- implement policy subject to regular monitoring and evaluation via Senate.

4. Applicability

This policy embraces the whole university community.

5. Review

The Vice - Chancellor will initiate the review of the policy in 2014 if deemed necessary by Senate.

6. References

South Africa. Ministry of Education 2002. *Language Policy for Higher Education*. Pretoria. Government Printer.

http://uscdn.creamermedia.co.za/assets/articles/attachments/00221_languagepolicy.pdf

APPENDIX D

RHODES UNIVERSITY

LANGUAGE POLICY

1. POLICY PARTICULARS

DATE OF APPROVAL BY RELEVANT COMMITTEE STRUCTURE:

DATE OF APPROVAL BY SENATE: 03 October 2005/4 April 2014

DATE OF APPROVAL BY COUNCIL: 06 October 2005/24 April 2014

COMMENCEMENT DATE: 01 January 2006

REVISION HISTORY: DATE OF APPROVAL BY SENATE: 4 April 2014

DATE OF APPROVAL BY COUNCIL: 24 April 2014

COMMENCEMENT DATE:

REVISION HISTORY: 1st revision 31 March 2003
2nd revision 2 August 2005
3rd revision 24 April 2014

REVIEW DATE: Every three years

POLICY LEVEL: All University staff and students

RESPONSIBILITY:

As specified in the document

REVIEW AND REVISION: The Language Policy as a whole will be reviewed by the Language Committee every three years. The RULC will solicit reports from Academic Departments, Schools, Units, Institutes, Divisions and Deans.

REPORTING STRUCTURE: Language Committee → Equity and Institutional Culture → Senate → Council

PREAMBLE

This review of the policy is based on a campus-wide survey and the recommendations of the Language Committee in 2013.

In line with Section 6 of the Constitution of 1996, with the 2012 Use of Official Languages Act and with the guidelines laid down by the Council on Higher Education, this Policy is concerned with the development and promotion of respect for all languages used by South Africans, and in particular, with the equitable use of the official provincial languages at Rhodes University.

The policy recognises that South Africa is a multilingual country and that Rhodes University reflects this multilingual diversity. It also recognises that language has the potential to contribute to transformation in various ways. The policy therefore seeks to facilitate exploring the ways this could occur at Rhodes through dynamic, collaborative partnerships and approaches to language use and the awareness of language issues in higher education.

The policy supports English as the Language of Learning and Teaching (LoLT) but is also committed to simultaneously promoting multilingualism, a possible paradox that has to be carefully managed.

The policy is committed to the intellectualisation of African languages and creating the conditions for the use of particularly isiXhosa as a language of learning and eventually also teaching.

This policy is intended to be a living document which continually responds to the University language needs and may require regular revision.

2. POLICY STATEMENT

2.1 POLICY DECLARATION:

The Language Policy of Rhodes University is predicated on the following principles. The University is committed:

- To accord equal esteem to all official languages and developing and promoting all official languages in South Africa;
- To ensuring that language should not act as a barrier to equity of access, opportunity and success;
- To promoting multilingualism and the intellectualisation of African languages, and
- To creating the conditions for the use of particularly isiXhosa as a language of learning and eventually also teaching;
- To widely distributing this policy to all members of the University community, and including it appropriate form in the University Calendar and on the University website. Deans and Heads of Departments, Schools, Centres, Institutes and Units

and Administrative Divisions will be required to discuss the policy with academic and support staff.

The University will seek to adopt a wide range of strategies that will enhance its multilingual character.

In the light of historical conditions and contemporary realities, in the foreseeable future:

- The University's language of Learning and Teaching will be English (except in academic departments where languages other than English are taught as subjects);
- The University official business will be conducted in English;
- The official language of record at Rhodes University will be English;
- Selected signage on campus will be trilingual in English, Afrikaans and isiXhosa.

2.2 POLICY GOALS:

The policy goals of the University are:

- Promoting multilingualism and sensitivity in language usage in a way that creates and fosters a supportive, inclusive and non-discriminatory environment in which all members of the University can feel they belong;
- Promoting and supporting academic literacy and proficiency in English as the LoLT for all students;
- Promoting the intellectualisation of isiXhosa, as part of redressing the previous marginalisation of indigenous languages;
- Promoting, as institutionally agreed and when feasible the study of foreign languages;
- Ensuring that while the language of wider communication within the university community is English, translation and interpreting into isiXhosa and Afrikaans is provided for students and staff where necessary and feasible.

2.3 DEFINITIONS:

Academic literacy: The ability to demonstrate membership of an academic community by reading, writing and thinking in ways that are congruent with the values and attitudes of that community. It is the responsibility of the University to induct students into a discipline-specific language register and to foster proficiency in that register.

Foreign language: A language which is not indigenous to South Africa, which is not official according to the Constitution and which is not widely spoken in South Africa.

Multilingualism: A linguistic capacity that extends across more than two languages. Sensitivity to multilingualism in the higher education context requires an awareness of the cognitive processes of a foreign or second-language speaker in the learning process.

3. POLICY

A. The Promotion of Multilingualism and of Sensitivity in Language Usage

The entire Rhodes University community undertakes to foster and encourage an awareness of and sensitivity towards the multilingual nature of the institution in order to enhance teaching and learning, promote mutual understanding, and enhance communication at all levels. The Rhodes University Language Committee (RULC) will organise awareness campaigns, colloquia, conferences and other activities to support this. In addition to the responsibility of the community as a whole, specific institutional entities will play key roles in promoting multilingualism, as indicated in the Implementation Guidelines.

B. The Language of Learning and Teaching (LoLT)

In order to ensure that language does not act as a barrier to equity and access and success for students from different linguistic backgrounds, Rhodes University aims to strengthen existing structures and put additional measures into place to improve academic literacy in the LoLT. These structures and measures shall embrace the value of multilingualism and the need to utilise mother-tongue languages in the process of developing academic literacy

The language of learning, teaching and of assessment will be English, except in academic departments where languages other than English are taught as subjects.

C. Continued Support for South African Languages

Rhodes University will, as institutionally agreed and feasible, strive to maintain academic programmes in various South African languages, including specifically English and isiXhosa. The University aims to strengthen the status of isiXhosa by promoting its value as a medium of communication among academic and support staff. Teaching and learning at the University takes place within an inclusive teaching and learning environment which recognises English as the primary LoLT, and seeks to develop isiXhosa as a language to support the LoLT.

D. Support for the Study of Foreign Languages

Recognising the multilingual global, national, and institutional contexts within which it functions, Rhodes University will strive to ensure, as institutionally agreed and feasible, various foreign-language programmes.

3.2 REVIEW PROCEDURE

The RULC will as part of the review process survey Faculties, Academic Departments, Schools, Centres, Institutes, Units and Administrative Divisions. University-wide

discussions of policy and practice will also form part of the review. The RULC will collate findings and recommendations and submit these to the Equity and Institutional Culture Committee, Senate and Council for consideration.

4. IMPLEMENTATION RESPONSIBILITIES

- The Rhodes University Language Committee (RULC) will monitor and review the implementation of the Rhodes University Language Policy.
- The Director of Equity and Institutional Culture will collaborate with Deans, Heads of Departments, Institutes, Centres, Units and Administrative Divisions to ensure in the implementation of the policy in their respective areas.

A. The Promotion of Multilingualism and Sensitivity in Language Usage

Academic Departments will be requested to:

- Maintain existing and/or develop new strategies to improve academic literacy;
- Be sensitive to possible linguistic demographics when allocating first-years to tutorials and aim for bilingual tutor support wherever possible and appropriate;
- Consider training tutors to facilitate use of multiple languages in tutorials and other peer learning sessions;
- Make multiple copies of appropriate dictionaries accessible in the library;
- Where appropriate, provide access to a wider range of dictionaries in examinations and;
- Ensure that the use of teaching aids is sensitive to multilingualism;
- Encourage constructive debate amongst staff and students about bilingualism, multilingualism and the role of language in learning.

CHERTL will be requested:

- To sensitise staff and students about the need to counteract possible sexism or racism in the language employed in materials for teaching, assessment, research, and in academic and everyday usage;
- Continue to support the use of the Trojan Academic Initiative (TAI) mentoring programme and other such programmes in order to promote opportunities for inter-lingual contact, where appropriate;
- Devise strategies (including, for example, the use of alternative means of testing such as the National Benchmark Tests) to attract students from all linguistic groups with sufficient academic potential to succeed, and to place them in appropriate academic programmes within the institution;
- Raise awareness in formal courses such as the PGDip (HE) and the Assessors' Course of teaching strategies which support students who speak different languages and;
- Establish appropriate programmes to ensure that new lecturers receive exposure to methods and techniques for teaching students who speak different languages and

that existing staff are also provided such exposure.

The Infrastructure, Operations and Finance Division/RULC/Naming Committee will be requested to:

- Where possible, facilitate and co-ordinate the progressive replacement of existing signage on campus with appropriate multilingual signage.

The Registrar's Division/Communications & Marketing Division will be requested to:

- Where possible, ensure that official University branding and correspondence with prospective and current students, staff and the public is available on request in at least two of the major provincial languages.

The Communications & Marketing Division/Student Representative Council will be requested to:

- Where necessary and feasible use interpreters and translators to make verbal and written presentations regarding certain policies or issues in the University;
Explore the use of isiXhosa and Afrikaans on the Rhodes website;
- Explore the potential of using *Rhodos*, Rhodes Music Radio, *Activate* and other student media to communicate in languages other than English.

The Human Resources Division will:

- Where appropriate, pursue staff employment policies and strategies which ensure that successful applicants are ideally multilingual and have the required linguistic abilities, especially in areas such as, for example, counselling and support;
- Where necessary, notify selection committees of the need for interpreters;
- Where necessary engage with Unions concerning the translation of selected policies.

B. Language of Learning and Teaching (LoLT) and Assessment

In order to support the development of academic literacy CHERTL will be requested to:

- Offer support to staff in the development of curricula, the construction of personal teaching portfolios and the optimal identification of valid and reliable assessment strategies so as to ensure that literacy development is facilitated and that the assessment of language use is valid and appropriately weighted;
- Promote and support the creation of initiatives and materials that support the development of academic literacy.

Academic Faculties, Schools and Departments will be requested to:

- Continuously evaluate the extent to which curriculum and teaching-learning methods are appropriate for those for whom English is an additional language as well as the extent to which they facilitate the students' ability to use English as the language of learning and teaching;

- Explore ways in which African languages can be used as resources in meaning-making in relation to disciplinary knowledge, for example through compiling multilingual glossaries;
- Where appropriate and practicable, allow and facilitate the writing and examination of theses in languages other than English.

The Registrar's Division, Data Management Unit, RULC will be requested to:

- Carry out an annual survey during registration to ascertain the linguistic demography of the university.

C. Support for South African Languages

The Registrar's Division, Communications and Marketing Division and Infrastructure, Operations & Finance Division will:

- Where feasible, annotate key documents (e.g. application forms, bursary forms etc.) by providing addenda with explanatory notes in isiXhosa and/or Afrikaans;
- Progressively, provide multilingual signage for significant University buildings.

The Human Resources Division will be requested to:

- Devise strategies to encourage members of the University who do not speak isiXhosa to enrol for the short communicative course in isiXhosa offered by the African Languages Studies Section of the School of Languages;
- Ensure that advertisements for vacant positions indicate that competence in more than one official language will be a recommendation.

APPENDIX E

FRAMEWORK BUSINESS PLAN

for the

TERTIARY EDUCATION DEVELOPMENT PROGRAMME

between

THE REPUBLIC OF SOUTH AFRICA

and

THE KINGDOM OF NORWAY

for the period

1 JULY 2006 TO 31 MARCH 2010

**BUSINESS PLAN FOR THE TERTIARY EDUCATION DEVELOPMENT PROGRAMME
BETWEEN THE REPUBLIC OF SOUTH AFRICA AND THE KINGDOM OF NORWAY
FROM 1 APRIL 2006 TO 31 MARCH 2010**

SIGNATORIES


On behalf of the Republic of South Africa


.....

**Shaheed Rajie
Chief Director: International Development
Cooperation
National Treasury**

16 August 06.
.....

Date


.....

**Duncan Hindle
Director-General
Department of Education**

08 August 2006
.....

Date

On behalf of the Kingdom of Norway

for Inger K. Stoll, chargé d'affaires
.....

**Ove Thorsheim
Ambassador**

The Royal Norwegian Embassy

Date

21 July 2006
.....

PREAMBLE

With reference to the Memorandum of Understanding between the Government of the Kingdom of Norway ("Norway") and the Government of the Republic of South Africa ("South Africa") on development co-operation, signed in Oslo on 1 December 1994;

With reference to the Agreement between Norway and South Africa regarding development cooperation (the Agreement) signed on 3 July 2008.

With reference to the Declaration of Intent, signed on 25th March 2004, in which South Africa and Norway declared their intentions to strengthen the bilateral political consultations and extend the development cooperation for a further period of five years,

With reference to the Business Plan, Norwegian-funded Tertiary Education Development Programme for the RSA from 2000 to 2005, dated 28 November 2000 (SANTED I),

EXPRESSING their desire to strengthen the friendly relations between both States and to develop co-operation within the fields of environment.

ACKNOWLEDGING that a meaningful way to enhance progress is by way of institutional co-operation between Norwegian and South African institutions,

EXPRESSING their intention to enhance the cooperation as to the development of tertiary education, with an emphasis on access and retention, institutional capacity-building and regional co-operation,

South Africa and Norway have agreed on a new Business Plan regarding the Tertiary Education Development Programme between South Africa and Norway from 2006 to 2010 (SANTED II) ("the Programme").

The Norwegian Grant shall be used exclusively to finance the implementation of the Programme, as outlined in this Business Plan.

In matters pertaining to the implementation of the present Business Plan, the Royal Norwegian Embassy in Pretoria ("NEP") and the South African Department of Education ("DoE") shall be competent to represent Norway and South Africa respectively, and shall there under be authorised to decide on projects or activities to be included in the Programme. DoE shall have the overall responsibility and is accountable for the operational planning and implementation of the Programme.

The Parties will promote cooperation between the countries in areas of mutual interests also in connection to the Programme.

In the case of discrepancy between the Agreement and the Business Plan, the provisions of the Agreement shall prevail.

1 PURPOSE OF THE PROGRAMME

1.1 Programme Description

The Programme supports the South African Department of Education in meeting its national objective of building a higher education system that is based on principles of social justice and equity and that has the capacity to operate effectively and efficiently to meet the educational, cultural and economic needs of a diverse society. The transformation of the higher education system to address the legacy of the (apartheid) past and to respond to the reconstruction and development agenda of a democratic South Africa has been the key focus of policy development and implementation post-1994. This is reflected in *Education White Paper 3: A Programme for the Transformation of the Higher Education System*, which was released in July 1997 and the *National Plan for Higher Education* of 2001.

The central policy goals of the White Paper are to:

- "promote equity of access and fair chances of success to all who are seeking to realise their potential through higher education, while eradicating all forms of unfair discrimination and advancing redress of past inequalities;
- meet, through well-planned and co-ordinated teaching, learning and research programmes, national development needs;
- support a democratic ethos and a culture of human rights through educational programmes and practices conducive to critical discourse and creative thinking, cultural tolerance, and a common commitment to a humane, non-racist and non-sexist social order;
- contribute to the advancement of all forms of knowledge and scholarship, and in particular address the diverse problems and demands of the local, national, southern African and African contexts, and uphold rigorous standards of academic quality" (White Paper: 1,14).

The policy framework for the transformation of the higher education system provides the context within which the Norwegian Government, in 1989, indicated its willingness to provide development aid in support of the transformation agenda in higher education. The relevance and strategic thrust of the Programme should be assessed in relation to the performance of the national system as a whole.

The Department of Education derived a number of goals for the National Plan on Higher Education from the 1997 White Paper on higher education transformation, covering the broad areas of the size and shape of the system, student and staff equity, academic staffing, teaching and research outputs, and financial sustainability. These goals are employed to measure the performance of the system and of its constituent institutions.

Institutional data for the ten year period 1995 – 2004 have been used in performance assessments. The data will be used to assess the performance of the public higher education system and of those institutions which receive funding under the Programme.

Goals relevant to the Programme are these:

- The participation of disadvantaged students in higher education must increase.
- Imbalances in student success rates must be redressed.
- The output of graduates must improve.
- There should be a better balance of racial and gender distribution of enrolments across different fields of study.

The four goals are directly relevant to the projects in access, retention, and success and in capacity building.

SANTED I consisted of a limited number of strategic projects centred on the historically disadvantaged institutions that would further the transformation agenda, as well projects that would promote regional co-operation to strengthen higher education in Southern Africa in the light of the SADC Protocol on Education.

The independent review of SANTED I concluded that it is:

“highly relevant in terms of areas chosen and project components selected for implementation [as it] is largely a demand driven programme. It is effective in terms of goals achievement, and efficient in its organization of implementation and monitoring.... Significant impacts have been achieved in the areas stated as priority fields for turning around the deteriorating administrative-, finance-, and human resources trends towards sustainable operations observed at the SANTED-supported institutions. The three focus areas have been selected and formulated in such a way that they provide for exchanges of experience in ways that can prevent reinvention of costly solutions (2005: p.8).

The review recommends that SANTED should continue, which is in line with the outcomes of the joint review of Norwegian – South African Development Co-operation: 1995-2001, *From Aid to Partnership*, which was commissioned by Norad and the South African National Treasury, which recommends that Norway should, if required, expand its current funding to the Department of Education for its targeted interventions to facilitate institutional restructuring in the higher education sector. The report also states that South Africa's higher education sector has a particularly important role to play in relation to the higher education sector in the SADC region and in the further implementation of the SADC protocol.

The Programme, within the context of the evaluation of SANTED I, and in collaboration with the Department of Education, decided to focus on the following:

- (i) Improving access and the retention of students in higher education from historically disadvantaged communities;
- (ii) Capacity-building, with a focus on access and retention;
- (iii) Institutional co-operation in the SADC region in support of the SADC Protocol on Education.

1.1.1 Name

South Africa - Norway Tertiary Education Development Programme (“SANTED”).

1.1.2 Programme Location

Centre for Education Policy Development (“CEPD”), Johannesburg, on behalf of the Department of Education (“DoE”).

1.2 Programme Beneficiaries

The Programme beneficiaries shall include the following:

- South African higher education institutions.
- SADC higher education institutions.
- Staff and students from disadvantaged backgrounds, especially women, in South African higher education institutions.
- Staff and students in SADC higher education institutions.

2 DEVELOPMENT PATH OF THE PROGRAMME

The goal and purpose of the Programme would be given effect through supporting the development and implementation of projects in three focus areas. Each project shall fit into the broader institutional strategic plan and be integrated into or aligned with the organisational structures and programmes of the institution.

a) Access, Retention and Success of students

The access, retention and success of students, in particular, women and students from disadvantaged communities, remain key national policy goals and priorities. The access of disadvantaged students and of female students has improved over the ten year period 1995-2004. For example, African students in 1995 had a 45% share of enrolments in the public higher education sector, and by 2004 they had a 61% share. The share female students have of the total enrolment increased from 45% in 1996 to 54%. Problems of student retention and success nevertheless remain serious problems in the sector. The clearest evidence of these problems can be seen in the different success rates of White and African students. The average success rate of White students across all undergraduate and postgraduate levels was 76% in 1995 and 76% in 2004. The comparable success rates for African students were 62% in 1995 and 64% in 2004. The sharp differences between these success rates are indicators of high attrition rates among African students, and of major inequities in the delivery of higher education teaching services. The Department of Education is employing a number of different strategies to address these problems. Over the three year period 2007-2009, it will allocate approximately R1 000 million to public higher education institutions for special access programmes for disadvantaged students, and for teaching and curriculum development.

The following projects shall be considered for support under the Programme:

- (i) The Universities of KwaZulu-Natal and the Western Cape will be invited to submit proposals that seek to consolidate and build on the projects from SANTED I. The proposals would focus on activities that were initiated under SANTED I, but require additional support to address gaps and/or weaknesses, as a condition for consolidation, and which cannot be supported either from the State funding for academic development or from institutional funds. This is consistent with the recommendation of the SANTED I review that access and retention activities continue at these two institutions in the Programme to ensure sustainability.
- (ii) The University of Fort Hare will be invited to collaborate with the University of the Western Cape to develop a proposal for, and to implement, an access, retention and success project that would draw on the experiences of, and the lessons learned by, the University of the Western Cape in SANTED I. This is consistent with the recommendation of the review that the "experience from the access activities in SANTED I must now be spread to other institutions for use in their access activity planning", as well as the recommendation that the University of Fort Hare would benefit from an access and retention project. Once the access and retention activities

are well established and functional at the University of KwaZulu-Natal, it may also be possible for that institution to assist the University of Zululand to embark on an access and retention project.

- (ii) All higher education institutions will be invited to submit proposals that seek to develop projects that address the use of multilingualism within institutions to facilitate student retention and success. Project proposals in this area may be jointly developed at a regional level. This is a new area of activity within this focus area and is consistent with national language policy goals and priorities.

b) Capacity-building at the Institutional Level

The building of institutional capacity in the context of the overall restructuring of higher education remains a key national goal and priority (White Paper 1997; National Plan, 2001). This is essential in order to enable the institutions historically disadvantaged by apartheid to get the maximum benefit from the opportunities provided by the restructuring process, including the availability of additional government to support this process. Government has so far allocated approximately R1 200 million as special funds during the institutional restructuring process.

The pre-condition for accessing restructuring funds is the development of an approved institutional operating plan. However, most of the historically disadvantaged institutions do not have the capacity to develop appropriate institutional operating plans. This is due to a paucity of both expert human resources, and appropriate administrative, academic and management systems. The following project shall be considered for support under the Programme:

- (iv) The University of Venda will be invited to submit a proposal regarding the management of its recovery plan to address years of poor management and neglect of its fabric and infrastructure. The university has experienced governance and management disruptions, and has at present inadequate administrative, management and academic systems. The Council of the University of Venda is committed to addressing these problems and has, with the appointment of an external Acting Vice-Chancellor, laid the basis for rebuilding these essential systems. DoE has agreed to provide funds for major renovations of buildings, teaching facilities, and student housing spaces. The institution does not have the internal capacity to manage a project of this scale, given that it has to focus much of its attention on the rebuilding of its administrative, management and academic systems and capacity. Support from SANTED would be used to engage the requisite project management expertise externally, to manage and direct the recovery plan. This is consistent with the recommendation of the SANTED I review that capacity-building projects "should be expanded to provinces not included at present."

The restructuring outlined in the National Plan (2001), and implemented through a process of mergers, beginning in 2004, has resulted in other capacity-building needs. This is particularly true in the cases where a former technikons have been merged with universities to form the new comprehensive universities. Each of the new comprehensive institutions is required to submit to DoE an academic plan which reflects a coherent academic framework within which career-focused diploma programmes, career and professional degree programmes, as well as the more traditional general-formative degree-level programmes are offered. In particular, the new comprehensive institutions need to develop new curricula which offer appropriate articulation pathways between diploma and degree-level programmes in the same fields and with similar orientations.

Funds made available by DoE to facilitate the merger process are generally targeted at institutional systems-level integration but they do not provide for the intensive curriculum work needed in situations where a former technikon has been merged with a university. The following project shall be considered for support under the Programme:

- (v) The Nelson Mandela Metropolitan University and the University of Johannesburg, both of which have been established through a merger between a university and a technikon, will be invited to submit a common proposal that seeks to develop a collaborative project to address the development of a new academic structure and new curricula for comprehensive institutions. This is consistent with the recommendation of the SANTEED I review that the Programme should ensure a "sound and valuable balance between the continuation of old projects and the provision of new initiatives."

c) SADC Institutional Co-operation

The importance of facilitating institutional co-operation at the SADC-level has gained added significance given the broader developments in relation to the establishment of the African Union, the New Partnership for Africa's Development (NEPAD), as well as the establishment of the Southern African Universities' Association (SARUA). Institutional co-operation would not only contribute to building capacity, but would also enable the higher education sector to play a central role in regional development processes. The Department of Education supports these collaborative efforts by subsidising SADC student enrolments at the same levels as South African students.

Therefore, the Programme shall continue to support SADC institutional co-operation through projects in the following areas:

- (vi) The University of Zambia and University of the Western Cape project on HIV and AIDS Peer Education, which will be broadened to include two additional institutions from SADC, as well as to enhance the existing co-operation between the two institutions to include other areas of collaboration. This project feeds into the broader Higher Education Aids Programme (HEAIDS) in South Africa, which represents a nationally co-ordinated large-scale effort to develop and strengthen the capacity, systems and structures of all higher education institutions in South Africa to prevent, manage, and mitigate the causes, challenges and consequences of HIV&AIDS in the sector. It is consistent with the SANTEED I review, which recommends that the two projects should be given the opportunity to continue and consolidate as they "show potential for establishing broad-based longer-term institutional co-operation".
- (vii) The University of Namibia, Eduardo Mondlane and the Witwatersrand (NEW) project in Biological Sciences, Economics and Engineering which has focused on curriculum and materials development to improve the capacity of institutions to offer higher degrees, staff and student exchange, and joint research. This project has not realised its full potential given the shortened time-frame for its implementation in the first phase of SANTEED I. The shortcomings in relation to institutional commitment, integration into faculty programme activities, staff-time and other issues identified in the review report will be addressed as part of the development of the detailed project business plan.
- (viii) The UNISA and University of Agostinho Neto collaborative project in nurse leadership will be deepened to include curriculum and materials development to enable UAN to offer its own postgraduate qualification in the health sciences.

In different ways, the projects outlined above, will contribute to the key policy aims of the South African Department of Education, to improve access, retention and success, build institutional capacity to support this goal and to promote collaboration, amongst institutions within South Africa and in Southern Africa (SADC).

The particular projects chosen are within the context of the recommendations of SANTEED I and through collaboration with the South African Department of Education and higher education institutions with which working relationships have been established. Other projects in this area will be considered should there be sufficient funding to support further collaboration.

3 SCOPE OF THE PROGRAMME

3.1 Goal

The goal of the Programme is:

- To contribute to the national Department of Education's objective to improve retention and success rates in the higher education system;
- To contribute to building sustainable partnerships between South African universities and universities in other countries.

3.2 Purpose

The purpose of the Programme is within the focus areas access, retention and success, capacity building and SADC co-operation:

- Improved equity of student access, retention and success rates
- Well functioning institutions in terms of administrative, academic and management capacity and systems
- Formal collaborative partnerships between higher education institutions in South Africa and other SADC countries.

3.3 Outcomes

The expected Programme outcomes are:

Access, Retention and Success

- Improved pass rates at individual course or module level in the disciplinary areas or fields where interventions have been made. Over time this should translate into improved throughput and graduation rates. The corollary is that there should be reduced attrition (drop-out) rates
- Higher levels of proficiency in indigenous languages among staff and students.

Capacity Building

- Efficient management and implementation of the recovery plan for the University of Venda.
- Developed academic plan and/or qualification structure and programme profile.

SADC Co-operation

- Enhanced academic capacity in SADC institutions.

3.4 Outputs of Projects

The following outputs in each of the three focus areas are expected at institutions with projects supported by the Programme:

a) Access, Retention and Success

- I. Established relationships with local feeder institutions such as high schools or FET colleges;
- II. The development and implementation of retention policies and/or strategies;
- III. Teaching and learning support programmes;
- IV. Tracking and monitoring of student performance, and of interventions;
- V. Short courses for staff in indigenous languages;
- VI. Language courses for students in selected professional fields;
- VII. Use of multiple languages in official communications, signage and public events.

b) Capacity Building

- I. Management capacity being built at the University of Venda;

Comprehensive universities:

- II. Case studies on curricula appropriate to different types of knowledge and the purposes for which they are intended;
- III. Articulation pathways that enable students to move vertically and horizontally between qualifications;
- IV. Improved academic management capacity;
- V. Access and retention strategies for comprehensive universities.

c) SADC Co-operation

- I. Formal links (e.g. MOUs) between South African universities and universities in other SADC countries;
- II. Collaborative HIV and AIDS preventative programmes;
- III. Collaborative curriculum and materials development;
- IV. Joint research;
- V. Staff and student exchanges;
- VI. Staff development.

3.2 Baseline data

Each institution participating in the Programme is expected to provide baseline data pertinent to the nature of the project.

3.3 Time lines

The Programme will run for the planned period..

4 PROGRAMME IMPLEMENTATION AND MONITORING

4.1 Programme Management

4.1.1 Programme Management

Norway and South Africa shall cooperate fully to ensure that the Programme is accomplished successfully. To that effect, each party shall furnish to the other all information that may be reasonably required. Further, each party shall partly inform the other of any condition that interferes or threatens to interfere with the successful implementation of the Programme.

The Programme shall be reflected in DoE's annual report to Parliament. The projects under the Programme shall figure in the public annual reports of the institutions receiving project funding.

DoE represented by the Deputy Director-General: Higher Education shall be responsible for the direction, monitoring and implementation of the Programme. The Director: Higher Education Management Support shall be the responsible person for day-to-day management and liaison with the CEPD and the SANTEED Programme Director.

4.1.2 Implementing Agency

The CEPD shall, based on a contract with DoE, administer and manage the Programme funds.

A Programme Director, approved by DoE, shall manage the Programme from offices located in the CEPD with the necessary administrative support. The Programme Director shall be responsible for managing and co-ordinating all aspects of the Programme on a day to day basis. This shall include regular field visits to the institutions benefiting from the Programme and regular liaison with the Department of Education. DoE shall provide the Director and the Norwegian Embassy with statistical and other information and reports on the national system necessary for reporting on the Programme.

Assisting the Director in fulfilling his/her duties, and comprising the SANTEED Secretariat, shall be a Project Co-ordinator, an Assistant Project Co-ordinator and an Office Manager. They shall be responsible, *inter alia*, for arrangements for all meetings and workshops, travel and accommodation, the soliciting of reports from institutions and the keeping of accurate records.

CEPD shall be responsible for the accounts of the Programme during the Programme period.

4.1.3 Reporting and Accountability Lines

The institutions receiving project funding under the Programme shall report to the Programme Director at least twice a year. The reports shall be both narrative and financial. Institutions shall report annually on trends and current status with regard to the original baseline data provided, and progress towards achievement of the project goal, objectives and outputs. The institutions shall be responsible for executing the approved projects in accordance with the approved project business plans and budgets, and in accordance with the institutions' own procedures. Continued funding support for the projects is dependent on satisfactory implementation of the projects and adequate reporting and accountability structures being in place at the institutions, including internally audited financial reports at year end, and independently audited reports at the close of the project.

The Programme Director shall report regularly to DOE and shall be responsible for writing the progress report on the Programme for the annual meeting. The CEPD shall submit certified half-yearly financial reports to DoE. DoE shall submit annual progress and financial reports, signed by the Director General, to the Norwegian Embassy in Pretoria, and an annual audit of the Programme accounts. The cost of

the audit shall be covered by the Grant. DoE shall call for and chair the Annual Meeting at which Norway's MFA shall be represented by NEP.

4.2 Fund Management

4.2.1 Resources required for Programme Implementation

South Africa, through DoE, will ensure that the necessary administrative and managerial support are provided over the duration of the Programme to ensure the successful implementation of the Programme.

Subject to Parliamentary appropriations and procedures as per the preamble, Norway shall make available to South Africa a financial grant of up to NOK 60 million (sixty million Norwegian kroner) for the planned period 2006-2010 ("the Norwegian Grant").

Any accrued interest of the Norwegian Grant may be used for the benefit of the Programme, as agreed by the parties in writing.

Any unspent funds and any unspent accrued interest shall be returned to Norway upon completion of the Programme.

The Norwegian Grant shall be used exclusively to finance the implementation of the Programme.

4.2.2 Budget

The tentative allocation of the available funds between the different components of the Programme, which may be adjusted on review of the project business plans, shall be as follows:

• Access and Retention:	NOK 22 m
• Capacity Development:	NOK 16m
• SADC Partnerships:	NOK 21m
• Programme Management:	NOK 7m
Total:	NOK 66m

Unspent monies from SANTED I, amounting to NOK 6m have been used to supplement the Programme budget.

4.2.3 Disbursement Procedures

DoE shall submit the first request for disbursements from the Norwegian Grant after the Business Plan has been signed by the Parties. The request shall be based on the liquidity needs of the Programme. Thereafter, DoE shall twice a year submit a written request for disbursement from the Grant. The request shall be based on approved work plans and budgets for the coming year and shall be accompanied by a statement of accounts certified by the CEPD financial manager. When determining the amount to be requested, DoE shall take into account unspent disbursed amounts and income from all sources as well as any accrued interest. Along with the requests, except the first request, DoE shall state the cash balance of the Programme and the projects and submit financial statements of the accounts for the previous period.

The funds shall be transferred to a separate account operated by the CEPD. The CEPD shall immediately, in writing, acknowledge receipt of the funds. The date of receipt shall be stated as well as the Rand amount received.

The CEPD shall disburse funds according to the Programme budget on instruction from DoE. Disbursements to the institutions for the approved institutional projects

shall occur twice a year, subject to satisfactory reports and audits, accounts, plans and budgets.

4.3 Procurement Procedures

All procurement shall be performed in accordance with generally accepted principles and good practice in line with the procurement policies and procedures of the DoE (where relevant) and the CEPD.

Invitations to tender or to make an offer, as well as procurement contracts shall, respectively, include a clause stating that the tender/offer shall be rejected and the contract cancelled, in case any illegal or corrupt practices have been connected with the award or the execution of the contract.

No offer, gift, payment or benefit of any kind, which would or could be construed as an illegal or corrupt practice, shall be accepted, either directly or indirectly, as an inducement or reward for the award or execution of procurement contracts. Any such practice shall be grounds for the cancellation of this Business Plan and/or the procurement contract concerned.

4.4 Programme Monitoring, Evaluation and Reporting

4.4.1 Procedures for Monitoring and Evaluation

The monitoring and reporting cycle for the Programme shall be undertaken annually through a meeting between the representatives of Norway and South Africa in accordance with the Business Plan, in the last quarter of the calendar year ("the SANTEd Annual Meeting"). In addition, the Parties shall agree upon measures to conduct a mid-term review. The Grant shall finance the mid-term review.

Each project to be supported under the Programme shall be presented to NEP for information and possible comment prior to approval by the DoE.

4.4.2 Reports

DoE shall submit an annual narrative report for the Programme to Norway four weeks before the Annual Meeting. This shall include an overall report with a description of actual outputs compared to planned outputs and an assessment of the risks to achieving the Programme goal and purpose, as well as of the Programme's contribution to DoE's Strategic Plan.

The annual report shall also include short reports on each thematic component within the Programme. The reporting should focus on the main components and outputs of the Programme and avoid detailed reporting on the activities undertaken.

The regular reporting shall also include semi-annual certified statement of accounts showing all sources of income and expenditure linked to the budget, ref para 4.2.3.

A final report of the Programme is to be submitted to Norway within one year of the completion of the Programme. The final report shall give a summary of results achieved in relation to:

1. The Programme, its relevance and efficiency, as well as its contribution in addressing the strategic plans of DoE.
2. The individual projects, their main achievements and their relevance to the Programme goal and purpose.

The SANTED website will be maintained and extended. It will highlight and provide information on the different projects, including results and lessons learnt, and provide access to pertinent documents and articles. It could serve as a basis for sharing experiences with other institutions both in South Africa and Norway. Institutions that are the beneficiaries of SANTED funding will be encouraged to foreground SANTED projects on their own websites and establish links to the SANTED website www.cepd.org.za/santed.

4.4.3 Annual Meetings

The Annual Meeting shall, *inter alia*:

- Review the results and the progress of the Programme and the projects, i.e. review the Programme report, including the statement of accounts.
- Approve the Annual Report and the certified statement of accounts.
- Discuss and decide proposals for extension of ongoing projects, closure of ongoing projects or new projects to be included in the Programme.
- Discuss and decide possible revisions of annual work plans and budgets for the Programme.
- Approve annual work plans and budgets for both the Programme and the thematic components for the next year.
- Discuss issues of special concern for the implementation of the Programme and the projects. Review the risk factors of the Programme and the mitigating measures and circumstances.
- Make recommendations and decisions for the future implementation of the Programme.

The Meeting shall be called and chaired by the DoE. The Programme Director shall also be present. Representatives from South African and Norwegian co-operating partners may also be present as observers if agreed upon by the Parties.

The main issues discussed and the decisions made at the Annual Meeting, including commitments on work plans and budgets, shall be recorded in the Agreed Minutes of the Annual Meeting. The Agreed Minutes shall be drafted by the SANTED Secretariat and submitted to the Parties for comment not later than fourteen days after the meeting. Both Parties shall sign the Agreed Minutes.

4.4.4 Annual Work Plans and Budgets

Annual work plans and budgets shall be developed in line with the calendar year as followed by all South African universities, that is, 1 January to 31 December. The annual work plans and budget shall be submitted by DoE to NEP four weeks prior to the Annual Meeting for approval.

4.4.5 Audits

The audit report for the Programme for the South African financial year, that is, 1 April to 31 March, shall be provided to Norway by 30 September each year. The requirements for the audit are described in the Agreement. If South Africa cannot provide the audit by 30 September there shall be a written agreement on an alternative date.

In accordance with the Agreement, the South African Auditor-General or his delegated sub-contractor shall perform the audit on Norwegian funds under the Programme and

the individual projects. The cost of the audit shall be covered by the Grant. The Norwegian Auditor-General shall audit any public Norwegian institutions that become involved in the Programme.

CEPD accounts will be audited by an external independent auditor.

5 PROGRAMME RISKS (ASSESSMENT OF ASSUMPTIONS)

Both Parties serve notice of their commitment to the purpose and scope of this Business Plan. However, there are certain risks and assumptions that may arise in any far-reaching agreement of this nature. These include, *inter alia*, the following:

- The capacity of the implementing institutions;
- That students who enter higher education institutions lack the qualifications to cope with university studies;
- That the cordial relations between the two countries declines;
- That interest in the Programme wanes on either side;
- That the level of national funding ensuring South Africa's participation in the Programme is cut substantially;
- That the funding for the Programme by Norway is cut substantially as a result of changing Norwegian development funding priorities;
- High staff mobility.

None of these risks (or any others not stated above) is considered insurmountable or even threatening to the likely success of the Programme, and action to preclude such a negative influence can be taken at any of the regular meetings between both Parties. This clause does not limit the Parties' responsibility to do their utmost to honour the commitments described in this Business Plan.

6. RESERVATIONS

Norway reserves the right to withhold disbursements at any time in case, *inter alia*:

- The Programme or any of the projects under the Programme develops unfavourably in relation to the Goal, Objectives and Outputs;
- There are substantial deviations from agreed plans and budgets occur;
- The resources to be allocated by South Africa are not provided as agreed;
- The documentation specified in Section 4 above is not delivered as agreed;
- The financial management of the Programme or any of the projects is not satisfactory.

Norway reserves the right to claim repayment in full or in part of funds from the Grant if the funds or part of the funds are found not to be used in accordance with the terms and conditions of this Business Plan or not satisfactorily accounted for.

Before withholding any disbursements, or claiming repayment, the Parties shall consult with a view to reaching a solution in the matter.

Norway will cancel this Business Plan or portion of this Business Plan and have the right to demand the cancellation of any contract financed under this Business Plan with immediate effect if it determines, with respect to any contract to be financed under this Business Plan, that corrupt or fraudulent practices were engaged in by representatives of South Africa or of a beneficiary of the aid funds during procurement or during the execution of the contract without South Africa having taken timely and appropriate action satisfactory to Norway to remedy the situation.

Norway and South Africa agree to co-operate on preventing corruption within the Programme. Norway and South Africa undertake to take rapid legal measures in their respective countries to stop, investigate and prosecute in accordance with national law any person suspected of corruption or other intentional misuse of resources.

7. ENTRY INTO FORCE AND TERMINATION

This Business Plan shall enter into force on the date of its signature and shall remain in force until both Parties have fulfilled all obligations arising from it. Whether these obligations shall be regarded as fulfilled shall be determined in consultation between the Parties.

Notwithstanding the previous clause, both Parties may terminate the present Business Plan by giving three months written notice to the other Party.

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APPENDIX F

SANTED EVALUATION QUESTIONNAIRE

1. BASIC INFORMATION

1.1 Your name:

1.2 Your position:

1.3 Your institute/organization:

1.4 Your involvement in the project:

1.5 When did you start being involved in the project?

2. PROJECT EFFECTIVENESS:

2.1 What do you regard as achievements of the project to date?

2.2. Which factors have contributed to these achievements?

2.3 What do you regard as obstacles in project implementation?

2.4 Which factors have caused these obstacles?

2.5 What do you recommend to (further) improve project implementation?

2.6 Did the project have any effect in the restructuring of your institution?

2.7 Did it have any effect in the promotion of multilingualism in your institution?

3. PROJECT IMPACT:

3.1 Did the project have any impact in the formulation/implementation of your institution's language policy?

3.2 If yes, what do you think has been the role of the project in this regard?

3.3 How has the project enhanced the awareness, values and cultural aspects of the languages other than English?

3.4 What are the effects you expect from successful project implementation?

3.5 What factors influence the achievements of these expected effects?

3.6 What actions are planned and executed to achieve these expected effects?

3.7 In what way has the project been effective in capacity building in your institution?

4. PROJECT SUSTAINABILITY:

4.1 Have the results of the project been sustained after project funding has come to an end?

4.2 Which factors influence the sustainability of project results?

4.3 What are you doing to ensure sustainability of project results?

4.4 What assistance will be needed from your institution or from the government to sustain the approaches?

4.5 What measures have been put in place to ensure sustainability of access, retention and capacity after the project has come to an end?

4.6 What have been the measurable/immeasurable gains of the internal/external partnerships created during the time of the project?

4.7 How can the internal and external partnerships created during the time of the project be sustained?

5. PROGRAMME DESIGN and IMPLEMENTATION:

5.1 What do you appreciate about the SANTED programme?

5.2 What do you consider to be shortcomings of the SANTED programme?

5.3 How did the project support the creation of course material?

5.4 What theories have been used in the implementation of multilingualism by your project?

5.5 How were 'lessons learnt' incorporated in the implementation of the project as source of knowledge?

5.6 What teaching strategies have been used in the promotion of multilingualism?

5.7 What strategies have been used for growth and development of what the project had already achieved?

5.8 How has the project benefited the research in the institution?

5.9 How has the project benefited the community?

5.10 Do you think that the project was relevant in the higher institutions of learning in the 21st century?

5.11 Do you think that your institution would have been able to implement multilingualism if there had not been this SANTED opportunity? Explain

5.12 What were the unanticipated challenges of the SANTED Multilingualism Project?

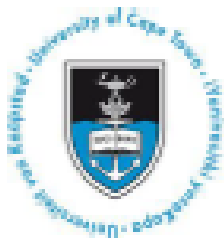
6. OTHER RECOMMENDATIONS and SUGGESTIONS:

6.1 Do you have any other recommendations or suggestions which would help to improve the effectiveness of the SANTED Project?

APPENDIX G

MULTILINGUALISM EDUCATION PROJECT

REPORT : 2007-2010



Compiled by:

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20 October 2010

EXECUTIVE SUMMARY

5. Synopsis

Component 1: Log frame synopsis of objectives, indicators and progress

<i>Objectives</i>	<i>Indicators</i>	<i>Achievement/ Output</i>
1. Tutor training	No. of tutors No. of courses	<ul style="list-style-type: none"> • Only basic training was offered to few tutors
2. Material development (Manual)	Manuals	<ul style="list-style-type: none"> • 1 Copies for Basic Xhosa • 1 Copies for Intermediate
3. Material development (CD ROMs)	CD ROMs	<ul style="list-style-type: none"> • 1 Xhosa for Beginners CD ROM • 4 CD ROMs for Badr Xhosa course in Health Sciences • 4 CD ROMs for Badr Afrikaans course in Health Sciences
4. Provision of Xhosa course for staff	No. of courses No. of staff	<ul style="list-style-type: none"> • 52 courses (classes) • 756 staff members

5. Provision of Xhosa course for students	No. of courses No. of students	<ul style="list-style-type: none"> • 10 courses in three residences • 213 students
6. Evaluation research	Evaluation forms	<ul style="list-style-type: none"> • -Evaluation report based on participants feedback • Nolubabalo Tyam's Masters' study

Component 2: Log frame synopsis of objectives, indicators and progress

1. Design of corpora	Corpora designs	The generic design was made for the following corpora: <ul style="list-style-type: none"> • Statistics and Maths • Physics • Law • Economics • Health Sciences
2. Data collection	No of texts	Data were collected for: <ul style="list-style-type: none"> • Statistics and Maths • Physics • Law • Economics • Health Sciences Physics
3. Corpus encoding	Encoded texts	Conversion of corpus texts from pdf or word to text format
4. Development/ localization of corpus tools	Human Language Technology tools for term extraction	The following tools were identified and employed in: <ul style="list-style-type: none"> • Multiconcord (localized to South African language context) • Paraconcord • WordSmith Tools
5. Machine translation engine	Parallel corpus Machine translator engine GUI for African language translators	<ul style="list-style-type: none"> • Two machine translators developed by students as part of their Undergraduate study.
6. Extraction of terms	Number of terms	Terms extracted from the following corpora: <ul style="list-style-type: none"> • Statistics and Maths • Law • Economics
7. Compilation of word lists	Number of Word Lists	Word lists have been compiled for each of the following disciplines: <ul style="list-style-type: none"> • Statistics and Maths (update) • Law • Economics
8. Design of glossaries online sites	Multilingual glossaries online environment	Vula Online Environment has been developed
9. Conference papers/	Copies of Papers	1. Paper presented at Harvard University

Workshops/ Publication		<p>on Multilingual Higher Education.</p> <ol style="list-style-type: none"> 2. Paper at COMET 2009 on Conference on Health Skills at Cardiff University, (UK) 3. Afrilex Conference, UWC on Multilingual Glossaries. 4. Paper presented at the Department of Arts and Culture Strategic Workshop on Translation. 5. Paper presented at SANTED Workshop on Second language Learning (UKZN) 6. Paper to be presented at a Language Policy Conference at the University of Stellenbosch on the role of multilingual concept glossaries in fast-tracking learning among EAL students at UCT 7. Paper at COMET 2010 on Conference on Health Skills at Boston University (US) 8. Attended a BAAL seminar on Using Corpora for pedagogic uses at the University of Birmingham (UK) 9. Paper at HELTASA Conference on the use of code switching in teaching 10. Paper presented at Afrilex Conference, in Gaborone on Lexicography in African languages <p>Papers published</p> <ol style="list-style-type: none"> 1. Towards multilingual higher education in South Africa: UCT Experience (published in Language Learning Journal) 2. Fast-tracking concept learning to English as Additional Language (EAL) students through corpus-based Multilingual Glossaries (Published in Alternation) 3. The Tshivenda-English Thalusamaipfi/Dictionary as a Product of South African Lexicographic Processes (Published in Lexikos) <p>Workshops</p> <ol style="list-style-type: none"> 1. Workshop on Human Language Technology (WordSmith Tools
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Take a moment to consider headway being made by the Multilingualism Education Project (MEP), launched in 2005.

Have you noticed the multilingual signage on campus? Or that the corporate logo now carries three official languages, as do the website and corporate publications. Colleagues in the Centre for Higher Education Development (CHED) and Libraries staff are greeting each other "Melo bhuti/isi. Kanjani?", the result of participating in a pilot isiXhosa communication skills course in 2005.

This year the courses have been extended to chemical engineering, health sciences, the Development and Alumni Department and the Graduate School of Business.

"Our target is to train 160 staff members a year - and we've filled that quota already this year," MEP co-ordinator, Associate Professor Mbulungeni Madiba, noted.

The plan is to extend these classes to students.

"Our students are not going to work in a monocultural/ monolingual society," Madiba added. As a result, MEP together with the School of Languages and Literatures, has drafted a proposal to introduce isiXhosa and Afrikaans service courses for law. These courses are already running in the health sciences.

In promoting African languages to academic status, important work is being done after the launch of a pilot project for multilingual glossaries in the Department of Statistical Sciences, headed by Professor Tim Dunne.

In this project, 250 mathematical and statistical terms, or "frequent concepts", suitable for undergraduate level have been selected from a list of around 3 680 terms. The plan is to get students to translate these terms into their languages and to provide their own equivalents.

"As students translate, we can see the conceptual gaps," Madiba said.

Madiba believes this is where the greatest challenge lies - in teaching and learning, where student throughputs are affected.

"It's important that students acquire concepts in their own languages," Madiba added, "otherwise they rote learn and plagiarise."

CHED's Language Development Group has also played a pivotal role in developing academic literacy skills for students who came in with English as a second language.

Another pilot project has been initiated on the construction of Special Language-Corpora for African Languages (SpaLCA), which are aimed at providing language resources for the development of multilingual glossaries in science, health sciences and law.

But the work requires significant resources. Here, the R1.3 million from the South African Norway Tertiary Education Development Programme has been welcome and instrumental in the new language practitioner's post, filled by Nkolobahle Tyam.

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APPENDIX H

SANTED PHASE II PROJECT

**MULTILINGUALISM TO PROMOTE ACCESS,
RETENTION AND SUCCESSFUL PROFESSIONAL
TRAINING**

University of KwaZulu-Natal

and the

Durban University of Technology

Close- Out Report 2009

Submitted October 2009



Submitted by:
Dr Nobuhle Hlongwa
Senior Lecturer: School of IsiZulu Studies
University of KwaZulu-Natal

16 October 2009

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PROJECT ACHIEVEMENTS (OBJECTIVES, PERFORMANCE INDICATORS AND TIME LINES)

1 EDUCATION

<i>January 2007 – December 2007</i>		
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by December 2007</i>
To equip core staff teaching on the ECD/FP programme with basic communicative competence in isiZulu	Lecturers demonstrate basic communicative competence in isiZulu	Masikhulumbe Programme materials designed, and programme delivered to staff
To translate limited core second year materials into isiZulu	Limited teaching materials will be available in isiZulu for use in the 2008 teaching programme	Meeting with the University of Zululand scheduled for 23/10/2007, to assess terminology developed for Masikhulumbe programme
<i>January 2008 – December 2008</i>		
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by December 2008</i>
To equip staff with basic communicative competence in isiZulu	Staff demonstrates basic communicative competence in isiZulu.	Masikhulumbe programme was again delivered to staff
To equip PGCE ECD/FP students with basic communicative competence in isiZulu through the completion of introductory isiZulu modules.	PGCE ECD/FP students will be able to demonstrate basic communicative competence in isiZulu Staff and students interact in isiZulu. Materials and core documents written in isiZulu will be used in class.	Programme delivered to students. Seven NMT PGCE (ECD) students registered in the Masikhulumbe programme. They began using basic isiZulu to learners during their school experience in July-August.
To equip PGCE students in the ECD programme with material in isiZulu for use in Life skills and Literacy learning areas.	Students demonstrate knowledge of the Life skills and Literacy terminology in isiZulu and learn to use them in their teaching during school experience.	Twenty three PGCE (ECD) students registered for Literacy in isiZulu in 2008 and twenty one did the Life Skills learning area in isiZulu. They all wrote their examination in isiZulu. None of the students failed the exam and the highest score in Literacy was 84%
<i>January 2009 – October 2009</i>		
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by September 2009</i>
To equip staff with basic communicative competence in isiZulu	Staff demonstrates basic communicative competence in isiZulu.	Masikhulumbe programme was again delivered to staff

<p>To equip PGCE ECD/FP students with basic communicative competence in isiZulu through the completion of introductory isiZulu modules.</p> <p>To equip PGCE students in the ECD programme with material in isiZulu for use in Life skills and Literacy learning areas.</p> <p>To initiate the development of learning material in isiZulu and to compile a glossary of useful terms in these two learning areas.</p>	<p>PGCE ECD /FP students will be able to demonstrate basic communicative competence in isiZulu</p> <p>Concepts have been extracted from textbooks for translation.</p> <p>Concepts are selected for use in lectures and tutorials</p> <p>Staff and students interact in isiZulu. Materials and core documents written in isiZulu will be used in class.</p> <p>Students demonstrate knowledge of the Life skills and Literacy terminology in isiZulu and learn to use them in their teaching during school experience.</p> <p>Lessons learned are shared through conference presentations and publications.</p>	<p>Programme delivered to students.</p> <p>There are eighteen PGCE (ECD) students registered in the Masikhulume programme. They have experimented with using basic isiZulu during their school experience in July-August to help facilitate interaction with learners.</p> <p>With Life Skills, there are currently twelve registered students in the isiZulu stream.</p> <p>A terminology development workshop was held on the 15-16 August 2009. Core concepts have been translated in both Life Skills and Literacy learning areas for use in these classes.</p> <p>Ms Mhlongo and Dr T Mbatha are currently working on a paper that evaluates the communicative course offered to staff.</p> <p>The two SANTED participants from the Ed studies took part in a colloquium on Mother Tongue Teaching in the Foundation Phases hosted by the Faculty of Education in May 2009.</p>
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2. NURSING

<i>January 2007 – December 2007</i>		
Sub-objectives	Output and process indicators	<i>Progress by December 2007</i>
<p>To identify and develop the discipline specific basic terminology to be used in the pilot project</p>	<p>Assessment tools and core concepts available in isiZulu</p>	<p>Some terminology extracted; workshop with isiZulu Language Research and Development Centre, University of Zululand, scheduled for October 2007. Due to some human resource challenges, the terminology workshop was rolled over for 2008. First year case studies identified and sent to School of isiZulu studies for translation; second year case studies under development - will be done in May 2008</p>

To equip core staff facilitators of Community Health with basic proficiency in conversational isiZulu.	Core facilitators will have basic proficiency in conversational isiZulu and familiarity with some professional terminology	Five academic staff members participated in the first level of conversational isiZulu concluded late October 2007
To equip first year students in Nursing with basic communicative competence in isiZulu through the completion of two isiZulu modules.	Students will demonstrate basic communicative proficiency in isiZulu	Five first year students have completed the 1 st semester module. Identification and preparation of study material still in development stage. Health conversations developed and available in the Clinical Skills Laboratory.
To equip facilitators with skills in facilitation of learning in a bilinguist group	At least one workshop will have been successfully undertaken	Planning for workshop undertaken; scheduled for January 2008, expert still to be identified
January 2008 – December 2008		
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by December 2008</i>
To equip core staff facilitators of with basic competency in spoken and written isiZulu.	Staff demonstrate basic communicative competence on isiZulu	12 staff members including support staff involved with students attended the basic conversational isiZulu course and all received certificates. The group also went on a trip with Psychology students to eCahazini home village and reported that they learnt a lot from the experience and their understanding of the isiZulu culture was enhanced.
To identify and develop the discipline specific basic terminology to be used in the pilot project	Core concepts and terms in the Nursing body of knowledge will be developed as acknowledged terms in isiZulu	Terms were identified and developed in Community Health and Medical/Surgical Nursing. These words were extracted from the course material of Nursing. Two terminology development workshops were run in March and September 2008. Midwifery, Mental Health Nursing terms were identified and extracted from subject resources in 2008 in preparation for 2009 workshops.
To equip facilitators with skills in facilitation on teaching /learning in a multilingual group with problem based learning strategies	Facilitators will be aware of the language barriers in the clinical contexts where students are working, and assist students in these issues by using multilingual techniques in the class room	A workshop was facilitated by Prof. Rosemary Cromarty and Ms Charlotte Engelbrecht. The workshop was successful and will be followed by another one in 2009.
To equip first and second year students with a basic communicative competence in isiZulu	Students demonstrate a basic communicative competence in isiZulu.	First year students did the recommended basic isiZulu course. Second years used a bit of their isiZulu to speak isiZulu in their community interventions in July.
To utilize some isiZulu in assessment in the community	Successful use of some isiZulu in assessment in the community	Students used isiZulu as well as English in their community interventions (giving basic health education). Non-isiZulu speaking students prepared small contributions in isiZulu as well.
January 2009 – October 2009		
<i>Objective</i>	<i>Output and process indicators</i>	<i>Progress by October 2009</i>

To fully implement the envisaged project across all years of Nursing	Teaching staff and future graduates demonstrate intermediate proficiency in isiZulu for professional purposes	This objective has been partially achieved because intermediate isiZulu was not introduced to staff or to students. All subject terminology has been identified but Psychiatric nursing terms are not developed.
<i>Continued roll-out with the pilot group, who will enter their third year (General Nursing) in February 2009</i>		
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by October 2009</i>
To translate core third year (general Nursing) assessment tools and concepts into isiZulu	Availability of core terminology in General Nursing in isiZulu	Terminology has been developed and translated and it is available online in Moodle.
To extend the use of isiZulu during third year tutorials and assessment practice experience	Use of isiZulu in tutorials and nursing assessment practice at a more advanced level	Partially achieved. A PhD student identified to develop a task based course for the clinical lab for years 1-3. Level 4 should have a bilingual isiZulu discussion course. Work still to be continued in a possible future project
To evaluate the implementation of the project in the third year Nursing programme	Availability of an evaluative report with recommendations for future implementation	This is work in progress. An independent researcher has been identified and questionnaire has been drawn and circulated to staff. Data collection and analysis still to be done
<i>Roll-out with a new intake of Nursing students</i>		
To equip all Nursing students with basic communicative proficiency in isiZulu, by means of different levels of communicative isiZulu courses, as well as facilitation of the group discussion in both isiZulu and English	Students will demonstrate basic communicative proficiency in isiZulu.	Only partially fulfilled as students could not access more than one module in isiZulu because of the requirements from the Nursing Board.
To revise the isiZulu terminology of all materials used with the pilot group	Availability of revised teaching materials in isiZulu and English	Terminology available on line for both students and lecturers to access. First year materials available
To implement the project with the new intake, as detailed for the pilot group.	Successful implementation of project with new student intake	Not achieved
To evaluate the implementation of the project with students in the pilot group	Availability of evaluative report, with recommendations for future implementation	A survey was done where the senior students language needs in an isiZulu speaking clinical placement were explored. Staff members participating in the conversational course were assessed for language proficiency.
Continued roll-out of the full project (2009-2010)		
<i>Continued roll-out with fourth year levels</i>		
Identifying and translation of the core terminology and main concepts for Midwifery, Primary Health Care, Nursing and Mental Health Nursing into isiZulu	Availability of core terminology for Midwifery, Primary Health Care Nursing and Mental Health Nursing in isiZulu	All initial core terminology identified, and translated into isiZulu. Available on line
To conduct an evaluation of the full project (over three years)	Availability and dissemination of a final report, with recommendations	The aspects of the project were evaluated after completion of each year's aspect. The final project evaluation is still outstanding due to time limitations and

		will be done by the end of the year 2009.
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3. DENTAL ASSISTING

<i>January – September 2007</i>		
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by September 2007</i>
To equip core staff teaching on the Dental Assisting programme with basic communicative competence in isiZulu	Lecturers demonstrate basic communicative competence in isiZulu	IsiZulu short course approved, 4 members of staff attending the course.
To develop a glossary of Dental Assisting terms	Glossary of core Dental Assisting terms available in isiZulu	Workshop held for staff members from DA with the University of Zululand LRDC in August 2007
To translate core documents and short texts into isiZulu	Limited documents and short texts will be available in isiZulu for use in the 2008 teaching programme	Some translation undertaken
To equip facilitators with skills in facilitation of learning in a bilingual group	At least one training workshop will have been successfully concluded	Workshop on simultaneous interpreting conducted by NWU at the DUT Interpreting Laboratory
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by December 2007</i>
To equip core staff teaching on the Dental Assisting programme with basic communicative competence in isiZulu	The Siyakhutuma Course was run for the staff, but a follow-up in 2008 is necessary as the course	Completed, a follow-up Siyakhutuma is required during the second term of 2008
To develop a glossary of Dental Assisting terms	The terms were extracted from the lecture notes and glossary was compiled through the UNIZUL Language Research & Development Centre (LRDC). The subject specialists were invited to participate	Completed, this is being compiled into a little booklet.
To translate core documents and short texts into isiZulu	Certain lecture notes were submitted for translation to the LRDC	Not completed, will be received in 2008
To equip facilitators with skills in facilitation of learning in a bilingual group	Facilitators were trained	Completed, a follow up in 2008 may be necessary
<i>January 2008 – December 2008</i>		
<i>Sub-objectives</i>	<i>Output and process indicators</i>	<i>Progress by December 2008</i>
To equip core staff teaching on the Dental Assisting programme with basic communicative competence in isiZulu	Lecturers demonstrate basic competence in isiZulu	IsiZulu short course (Siyakhutuma Course) was taught not only to the Dental Assisting staff but opened to the entire DUT staff
To develop a glossary of Dental Assisting terms	Glossary of core Dental Assisting terms available in isiZulu	The glossary of Dental Assisting terms was developed and made into a booklet which is used by the Dental assisting staff and students during lectures, by interpreters when interpreting during the lectures and by translators when translating lectures notes on Dental Assisting.

To translate core documents and short texts into isiZulu	Limited documents and short texts will be available in isiZulu for use in the 2008 teaching programme	Limited documents, which were in a form of lecture notes were translated and used during the lectures.
To equip facilitators with skills in facilitation of learning a bilingual group	A training workshop will have been successfully concluded	A workshop on simultaneous interpreting which was done by the staff from Language & Translation at DUT as follow-up form the one which was conducted by the North-West University was conducted
Roll-out of the full project (2008 to 2009)		
Objective	Performance indicator	Time-line and deliverable
To fully implement the envisaged project with subsequent intakes of Dental Assisting students	Teaching staff and graduates demonstrate appropriate competence in isiZulu for professional purposes	By June 2009 the project was almost fully implemented with one further student intake into Dental Assisting. The difference was that only staff members were trained in isiZulu through the Siyakhutuma course
Roll-out with subsequent intakes into the one year qualification (2008 and 2009)		
Sub-objectives	Output and process indicators	Timeline and deliverables
To revise the isiZulu materials used with the pilot group	Availability of revised materials	By December 2008, appropriate revisions of some teaching materials were done.
To run workshops with teaching staff, to familiarise them with techniques for facilitating bilingual groups	At least one staff workshop in bilingual group facilitation successfully undertaken.	By June 2008, at least one workshop will have been run. This was done in a form of training and provision of simultaneous interpreting service.
To implement the project with the student intake in 2008 and 2009	Diplomats entering the Dental Assisting profession who are able to interact professionally with patients in isiZulu and English	By December 2009, one further student intake will have completed the bilingual training, with the use of interpreting service, translated material into isiZulu, the isiZulu DVD, and Podcasting
To conduct an evaluation of the full project (over three years)	Availability and dissemination of a final report, with recommendations	By September 2009, a final evaluation of the full three years of the project was conducted, and recommendations made to the Faculty of Health Sciences. This would also be made available to the Faculty of arts & Design.

4. PSYCHOLOGY

January – December 2007

Sub-objectives

To develop an additional discipline-specific isiZulu course for professional Psychology staff and students

To enable non-isi-Zulu-speaking staff and students to develop communicative competency in isiZulu

Output and process indicators

A discipline-specific language course (Psychology) has been developed

Staff are able to conduct basic communication and to explain basic terms in isiZulu; professional / research students can conduct a basic interview in isiZulu

Progress by December 2007

1. Language course was developed

1. The course was run in the second semester of 2007 in Pietermaritzburg only
2. Initially, 17 masters students and 7 staff members registered for the course. The course finished with 18 participants overall due to dropouts

To initiate the development of study material in isiZulu and to compile a dictionary of psychological terms and research concepts

A task team comprising Psychology students/staff and isiZulu students/staff is in place. A list of key psychological concepts is available in isiZulu

3. Five (5) research students used isiZulu (with the Aid of interpreter) to conduct their action research in the community.
 1. Two research assistants were employed to extract key terms
 The team has started working on the extraction of terms for Psychology 201 and Psychology 101.
 - Extraction of key terms for Psychology 201 (Introduction to Research) was completed
 - Nine tutorials were developed with key words embedded in text, for translation into isiZulu as supplementary reading material.
 - A list of key words and definitions (first year and second year Introduction to Research Methods) was developed and forwarded to the University of Zululand IsiZulu Language Research and Development Centre for translation.

January 2008 – December 2008

Sub-objectives

1. To enable staff and non-isiZulu-speaking students to develop communicative competency in isiZulu and to begin using it selectively and as appropriate and feasible.

Output and process indicators

1.1 Staff and senior students begin to use isiZulu in their interactions with learners and clients

1.2 Staff and senior students are exposed to aspects of isiZulu culture that is relevant to their practice

1.3. Senior students begin to use isiZulu in field trips to the community.

Progress by December 2008

1.1 The courses have been developed at the PMB and Howard College sites. (22 staff and students took the course in PMB, and 13 masters students at Howard College)

1.2 Students were appointed as tutors to staff, in order to maximize opportunities for interacting informally.

1.3 A visit to the Zulu Cultural Village by Howard College students was successful, students reported having learnt a lot from the experience (see video on) <http://sant-ed.ukzn.ac.za/activities>

1.4 Research masters students did a community field trip in October, during which period they experienced an opportunity to communicate in isiZulu while doing their project.

1.5 Additional isiZulu for Communicative Purposes Course was run in PMB for third year students doing community service, following student demands for the course.

2. To initiate the development of study material in isiZulu and to compile a dictionary of psychological terms and research

1. Concepts are extracted for from textbooks for translation

2.1 Critical concepts and terms were added to the list: Introduction to Psychology (A) and Introduction to Research Methods.

concepts

2. The concepts and selected tutorials are translated

2.2. The concepts were translated into isiZulu, by a team comprising Third Year and Masters students in Psychology. A validation phase (2nd phase) with isiZulu and Psychology experts took place in December 2008.

3. Lessons learned are shared through conference presentations and publications

3.1. Students made presentations of their work at the post-graduate conference.

3.2. International conference presentation: On incorporating indigenous psychologies and languages into teaching of Psychology.

4. The study of the teaching of Psychology in isiZulu and other related issues are formerly incorporated into student dissertations and projects.

4. A final (third) year student conducted research on the experiences of Black African Trainee and qualified psychologists, incorporating the language of training and practice (project completed).

January 2009 – October 2009

Roll-out of the full project (2008 to 2009)

Objective	Performance indicator	Progress by October 2009
To fully implement the envisaged project with subsequent intakes of Psychology Masters students	Teaching staff and graduates demonstrate appropriate competence in isiZulu for professional purposes	The Basic communicative competency course was fully implemented on both campuses (HC and PMB) Additional key terms were extracted for translation in Psychology 102 and Psychology 301) Terms for Psychology 102 translated and validated in January 2009 workshops Students and staff demonstrate some competence in their interactions with students and clients

Roll-out with subsequent annual intakes into the Masters qualification (2008 and 2009)

Sub-objectives	Output and process indicators	Timeline and deliverables
To continue staff development of intermediate competence in isiZulu, by means of further isiZulu courses, as required	Achievement of at least intermediate competence in isiZulu by core teaching staff	Intermediate course was not launched; timetable and staff availability (due to other commitments) were problematic
To revise and extend the isiZulu materials used with the pilot group	Availability of revised and additional materials	
To implement the project with the student intake in 2008 and 2009	Graduates entering the Psychology profession who are able to interact professionally with patients in isiZulu and English	Project was implemented with student intake of 2009: - 8 students at Howard College in 2009 - 25 students and staff at PMB campus in 2009 - Both PMB and Howard

		<p>College visit to Escabazini Cultural village: video of experience is being finalized</p> <p>Graduate students and staff able to conduct basic communication in selected contexts.</p>
To conduct an evaluation of the full project (over three years)	Availability and dissemination of a final report, with recommendations	<ul style="list-style-type: none"> - <u>Process evaluation</u>: Course enthusiastically received by students, although this varies by cohort and site. - <u>Summative evaluation</u>: In process <p>Overall evaluation of course and masters program is ongoing.</p> <ul style="list-style-type: none"> - Students presented on this work at a national Psychology conference and it was generally regarded as a national benchmark in Psychology - Presentation at international conferences on the teaching of Psychology and incorporation of indigenous perspectives.

APPENDIX I



RHODES UNIVERSITY
Where leaders learn

SOUTH AFRICAN-NORWAY TERTIARY EDUCATION DEVELOPMENT (SANTED) MULTILINGUALISM PROGRAMME

RHODES-SANTED MULTILINGUALISM PROJECT

2007-2010

MULTILINGUALISM PROJECT AT RHODES UNIVERSITY:

**TEACHING AND DEVELOPING ISIXHOSA STAFF AND DISCIPLINE
RELATED SECOND LANGUAGE COURSES, AND SUPPORT TEACHING
MATERIAL IN ISIXHOSA**

PROJECT CLOSE-OUT REPORT

JANUARY 2007 – DECEMBER 2010

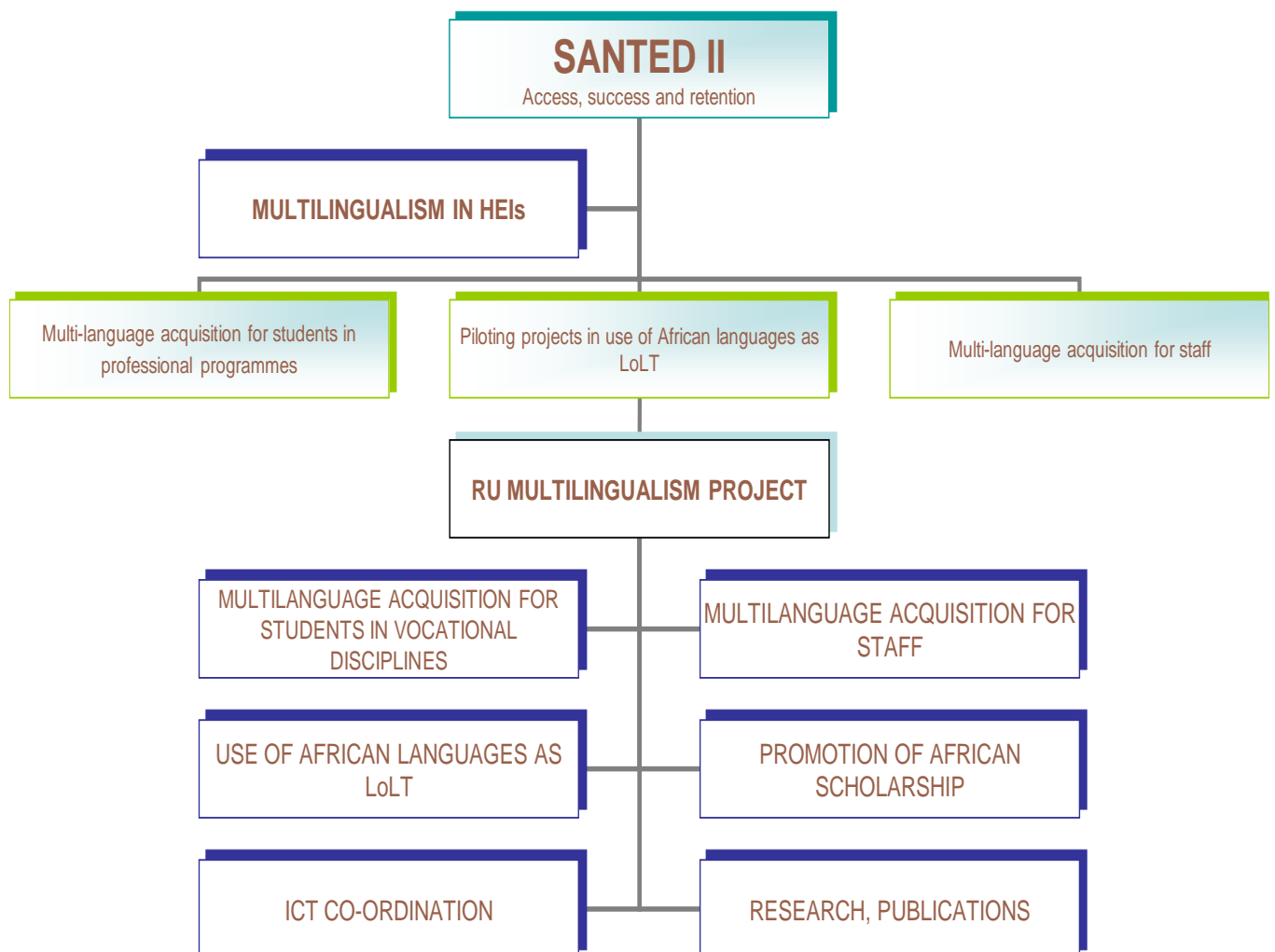
Project Leaders: Professor Russell H. Kaschula (Project Leader and Joint-coordinator)

Ms Pamela Maseko (Project Joint-Coordinator)

Mrs Bulelwa Nosilela (Project Joint-Coordinator)

The chart below summarises the RU-SANTED Multilingualism Project operational context:

SANTED INTERVENTION: OVERVIEW OF RU-SANTED PROJECTS



Progress of the IsiXhosa Communication Skills course for staff can be summarised as follows:

IsiXhosa Communication Skills for Staff	STUDENT NUMBERS				Grand total
	2007	2008	2009	2010	
Beginner	90	66	60	45	261
Intermediate	-	-	5	10	15
TOTAL	90	66	65	55	276

Progress of the IsiXhosa for Pharmacy course can be summarised as follows:

IsiXhosa for Pharmacy	Student numbers				Grand total
	2007	2008	2009	2010	
Final year elective	56	12	22	22	112
PharmD students	-	5	5	7	17
TOTAL	56	17	27	29	129

Progress of the IsiXhosa for Law course can be summarised as follows:

IsiXhosa for Law	Student numbers				Grand total
	2007	2008	2009	2010	
Final year elective	43	12	12	12	79
TOTAL	43	12	12	12	79

Progress of the IsiXhosa for Education can be summarised as follows:

IsiXhosa for Education	Student numbers				Grand total
	2007	2008	2009	2010	
Students	-	-	20	16	36
TOTAL	-	-	20	16	36

Progress of the IsiXhosa for JMS course can be summarised as follows:

IsiXhosa for JMS	Student numbers				Grand total
	2007	2008	2009	2010	
Staff	-	-	-	18	18
Students	-	-	-	24	24
TOTAL	-	-	-	42	42

SUMMARY OF PERFORMANCE OF THE RU MULTILINGUALISM PROJECT – 2007-2010

PROGRAMME NAME	STUDENT NUMBERS					INSTITUTIONAL UPTAKE BEYOND SANTED
	2006	2007	2008	2009	2010	
Multilanguage Acquisition for students in vocational disciplines						
1. IsiXhosa for Pharmacy	-	56	12	22	22	Credit-bearing elective
2. IsiXhosa for Law	-	43	12	12	12	Credit-bearing elective
3. IsiXhosa for Education	-	-	-	20	16	Still piloted, pursuing its integration
4. IsiXhosa for Journalism and Media Studies	-	-	-	-	42	
5. IsiXhosa for Pharmacy (doctoral students)	-	5	5	5	7	Piloted to students and staff, part of formal curriculum from 2011
						Course SAQA approved, but students do not get credits but Certificates on completion
Multilanguage Acquisition for students in general disciplines (non-mother tongue – NMT)						
1. IsiXhosa I	60	76	88	89	103	A major in isiXhosa NMT has always been offered but numbers have grown immensely during this period
2. IsiXhosa II	0	7	13	9	24	
3. IsiXhosa III	0	1	7	2	2	
Multilanguage Acquisition for Staff						
1. Beginner Level	25	90	66	60	45	Both courses SAQA-approved, and HR division has taken ownership
2. Intermediate Level	-	-	0	5	10	
Promotion of African scholarship (mother-tongue – MT undergraduate and postgraduate studies)						
	-	-	30	34	42	IsiXhosa MT re-introduced in 2008, 3rd year major in 2010.
	-	-	-	14	14	
1. IsiXhosa I	-	-	-	-	7	Students doing post-graduate studies in African languages grew steadily during this period
2. IsiXhosa II	-	-	-	-	-	
3. IsiXhosa III	-	-	-	-	-	
4. Honours in African Languages/isiXhosa	0	1	3	10	38	
5. Masters in African languages/isiXhosa	0	4	3	11	22	
6. PhD in African Languages/isiXhosa	0	1	3	3	2	

Information and Computer Technology (ICT) <ol style="list-style-type: none"> 1. Computer Literacy 2. Computer Science 3. ACE 4. Other (outreach, local schools, Dwesa) 	-	-	16	9	20	Materials developed used African Language Studies' community engagement programmes, also in collaboration with Education Faculty where ACE is a strong programme
	-	-	30	80		
Development of isiXhosa as Language of Learning and Teaching (LoLT) <ol style="list-style-type: none"> 1. Computer glossary 2. Geography 3. Political Studies 						
Research and publications						
TOTAL	85	222	283	380	421	

3. Project Achievement or Outputs

FOCUS AREA	BASELINE DATA	PROJECT OUTPUT
Provision of acquisition of isiXhosa, as an additional language to staff at the University (Staff isiXhosa Communication Skills course)	Prior to 2007 African Language Studies Section provided isiXhosa language courses on an ad-hoc basis; there was no curriculum, and other teaching support material.	<ul style="list-style-type: none"> - a beginner course developed and piloted, and offered to staff since 2007 and revised and offered again in 2009 - an intermediate course developed offered to staff in 2008 - a total of 250 participants enrolled for the courses since the inception of project - teaching materials (workbook and its digitised version) available to participants as resources for beginner course; and just a workbook for the intermediate course) - courses quality assured and SAQA accredited - high level of cultural awareness and sensitivity, communication and proficiency in isiXhosa among staff in the University
Provision of the acquisition of isiXhosa as an additional language in professional programmes – isiXhosa for Pharmacy	No language awareness, or language intervention programme in the Faculty of Pharmacy prior to the RU-SANTED Project	<ul style="list-style-type: none"> - course developed, designed and piloted to 56 third year Pharmacy students in 2007 - in 2008 course revised and integrated into the formal curriculum of final year Pharmacy students and has been offered as a credit bearing elective since then - course also offered to PharmD students - a total of 122 students benefitted from the course since its inception - teaching material provided to students (introductory course workbook, vocation-specific course workbook, digitised flash-stick and a phrase book) - students conscientious about issues of intercultural communication as it pertains to healthcare environment - course reported to be beneficial when participating students go for the Community Experience Programme
Provision of the acquisition of isiXhosa as an additional language in professional programmes – isiXhosa for Law	No language awareness, or language intervention programme in the Law Faculty prior to the RU-SANTED Project	<ul style="list-style-type: none"> - course developed, designed and piloted to 43 fourth and fifth year Law students in 2007 - in 2008 course revised and integrated into the formal curriculum of the Law Faculty as a credit bearing elective since then - in total 79 students have benefitted from this course - teaching material provided to students (course workbook, digitised flash-stick and a phrase book) - students conscientious about issues of intercultural communication within Rhodes and in their professional context
Provision of the acquisition of isiXhosa as an additional language in professional programmes – isiXhosa for	No language awareness, or language intervention programme in the School of Education prior to the RU-SANTED Project	<ul style="list-style-type: none"> - curriculum plan developed in 2008 and 2009 for isiXhosa for Education course - in 2009 course piloted to 20 Post-graduate Certificate in Education (PGCE) students, and again to 16 students in 2010 - negotiations underway with the Education Faculty for course to be integrated into the PGCE curriculum as an endorsed course - 36 students have benefitted from this course - teaching material provided – a course booklet provided to students

Education		
Provision of the acquisition of isiXhosa as an additional language in professional programmes – IsiXhosa for Journalism	No language awareness, or language intervention programme in the School Journalism prior to the RU-SANTED Project	<ul style="list-style-type: none"> - in 2009 negotiations initiated with Journalism and Media Studies (JMS) for integration of isiXhosa language and culture programme in the BJourn curriculum - proposal for the programme accepted at the Humanities Faculty Board meeting in October 2009 - course piloted to students and staff in 2010 - a total of 42 participants (18 staff and 22 students) benefitted from this course during the pilot phase - material provided to students (course book)
Provision of the acquisition of isiXhosa as an additional language in professional programmes – IsiXhosa for Psychology	No language awareness, or language intervention programme in the Dept of Psychology prior to the RU-SANTED Project	<ul style="list-style-type: none"> - negotiations at an early stage - no materials developed yet
Development of bilingual glossaries, and piloting the use of isiXhosa as an additional teaching material in “intellectual” disciplines – Information Communication Technology	None	<ul style="list-style-type: none"> - Computer glossary booklet with 180 terms in English and isiXhosa - Glossary tested with foundation Computer Science students in 2007 and development has continued since - Over 200 terms developed - Glossary booklet used to teach Computer literacy to 20 teachers in the ACE programme - Bilingual Computer literacy booklet developed - Glossary booklet and the computer literacy booklet have benefitted numerous first year students, teachers in the ACE programme, adults in the computer literacy classes in the local communities, and learners in various schools in the Province
Development of bilingual glossaries, and piloting the use of isiXhosa as an additional teaching material in “intellectual” disciplines – Political Studies	None	<ul style="list-style-type: none"> - glossary of key in Political Philosophy terms for a 1st year course developed into isiXhosa, with isiXhosa and English definitions - glossary used by Political Science 1 students in the Extended Studies Programme - glossary appended to the Political Philosophy textbook used - a total of 60 key terms developed - development continues as part of PhD research

Development of a localised Multimedia Facility	An old-fashioned audio-language laboratory	<ul style="list-style-type: none"> - fully localised facility developed and launched in 2007 - in 2007 Facility used by 30 Foundation students for practicals - since 2008, Facility used as a teaching venue for high school teachers and about of their learners - Facility used by about 500 students from the school - Facility used in 6 mini-translate@thons to date
Promotion of African scholarship	Non-existent prior to SANTED	<ul style="list-style-type: none"> - Publications, conference and seminar presentations by SANTED staff members since 2007 - over 20 conference presentations, over 40 publications, majority in subsidy generating journals - 2 SANTED staff members presently enrolled for PhDs - 1 SANTED staff member awarded a postgraduate diploma in JMS, 1 an Hons degree in 2010, 3 received MA in 2008, 2009 and 2010 respectively, 1 received PhD in 2010 - Material developed to teach mother tongue students at under- and postgraduate levels, especially in high function disciplines like IT, HLT, Translation studies, Lexicography, Terminology development – contribution to the intellectualisation of African languages, particularly isiXhosa - Hosted 2009 South African Folklore Society (SAFOS) conference with ALS - 2 SANTED staff members guest editors of the journal to publish the deserving papers from the conference proceedings - In 2009 hosted a SANTED Terminology Development Workshop, attracted prominent African scholar, Prof Herman Batibo, who also gave a public address at this occasion - Extended abstracts from the Workshop translated into either isiXhosa or isiZulu and are in the process of being published as PRAESA occasional paper - SANTED spear-headed introduction of South African Sign Language course at undergraduate level

APPENDIX J

Rhodes University example from XML export file for the glossary

(Version: December 2008)

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      Languages Studies Section), Isikolo seeLwimi (School of Languages), Rhodes University
      ngokusebenzisana neTelkom Centre of &lt;span
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      ngokukhawuleza. Nawe ungongeza amagama akho nengcaciso yawo ngokusebenzisa isalathisi
      esithi &quot;Add a new entry&quot;. &lt;br /&gt;&lt;br /&gt;Nceda, uncedisane
      nathi elukhuliseni nasekuphuhliseni isigama ngokuthi unike ezakho izimvo (Sebenzisa
      uphawu kwikona esemazantsi ekunene kwibhokisi nganye yengcaciso). Unakho nokuyinika
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APPENDIX K

UCT Masithethe Beginner course

ISIFUNDO SOKUQALA *Lesson One*

Molweni! Greetings

Outcomes

By the end of this lesson, you should be able:

- To greet and respond to basic greetings in Xhosa,
- To introduce yourself (by name only),
- To understand kinship terms, common titles and names (proper names) in Xhosa,
- To understand the practice of naming among amaXhosa, and
- To understand the culture of greetings in Xhosa.
- To enquire after someone's name, surname and *isibuko*,

How to greet in Xhosa

Molo greeting one person

Molweni greeting more than one person

The African greeting style has inherent caring in it. It is a formal and structured affair that shows appreciation and acknowledgement of the other person. The ritual of greeting is a sincere mutual exchange that is calculated and not rushed as in a hurried hi. It is important to take time to greet someone. Say hello and pause a bit before asking how are you?

Molo is probably borrowed from Afrikaans *goolle more*. When you greet, the first vowel of the prefix falls away. People often use plural form when greeting each other. This is to acknowledge other family members who are not present and to enquire how they are in their absence.

When people are greeted they usually answer: Ewe, molo! Which means 'yes, hello'

Greetings with kinship terms, titles and proper names

Learn the following kinship terms, and their meanings

Xhosa term	English	Greeting
Umama	Mother	Molo mama
Utata	Father	Molo tata
Usisi	Sister	
Ubhuti	Brother	
Umakhulu	Grandmother	
Utatomkhulu	Grandfather	
Umakazi	Maternal aunt	
Umalume	Maternal uncle	
Udadobawo	Paternal aunt	
Utatomncinci	Paternal uncle (younger than your father)	
Utatomdala	Maternal uncle (older than your father)	
UGqirha	Doctor	
UProfesa/ UNjingalwazi	Professor	
UNKosazana	Miss	
UNKosikazi	Mrs	
UMnumzana	Mr	
Amanenekazi (inenekazi)	Ladies (lady)	
Amanene (inene)	Gentlemen (gentleman)	
UMary		
UNosipho	the one who is a gift	
UNomfundo	the one who will be educated	
UNomfazwe	the one who is born during the war	
UXoliswa	(to be) appeased	

UKholiswa	(to be) satisfied	
UThandiswa	the loved one	
UZoleka	(to be) calm	
UThandeka	The loveable one	
UThandolwethu	our love	
UNqabayomzi	the fort of the home	
UQaqamba	the shining one	
UNgqika	Name of one of the Xhosa kings	
UThemba	Hope	
UMandisi	extender (of the family)	
UMzikayise	(keeper of) home of your father	
UZanemvula	bringer of rain	
UGushumpu	the one who hides the gun	
USicelo	a request	
UNTshumayelo	a sermon	
UDanile	(Biblical) Daniel	
UNKululeko	Freedom	

Activity:

1. Using the kinship terms in the table above, show how Zola would greet each of the following people:

UZola ubulisa ... (Zola greets his/her...)

- (a) Utata wakhe
- (b) Umama wakhe
- (c) Ubhuti wakhe
- (d) UThemba
- (e) Umama notata wakhe
- (f) UThemba, uSicelo, uMandisi
- (g) Utatomkhulu, nomakhulu
- (h) Umakhulu, noZoleka
- (i) UMr Qangule (Mr Qangule)
- (j) UProfesa Qaba

APPENDIX L



RHODES UNIVERSITY
Where leaders learn

SCHOOL OF LANGUAGES: African Language Studies



Course Conveners:

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ISIXHOSA FOR JOURNALISM

2017

The New School of Languages Building

Office: F23

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Umbono wethu

Injongo yethu kukuphuhlisa nangakumbi isiXhosa ukuze sisebenziseke kuzo zonke izifundo kuwo onke
amanqanaba emfundo

Vision

*Our aim is to further the intellectualisation of isiXhosa so that it can be used across disciplines at various levels of
education*

ISIXHOSA FOR JOURNALISM

2017

Course description and objectives

This course aims to provide students with the linguistic skills and sociolinguistic knowledge that enable them to practice journalism in a context where more than one language is dominant.

Because of the linguistic composition of the population in our locality, and the language policy of the Province and Rhodes University, the languages used for basis of discussion in lectures and tutorials are isiXhosa and English. However, students are required to reflect on the context of co-existence of these two languages with other languages.

The course deals, firstly, with the development of students' linguistic competency within the context of journalistic practice. Such competence is understood to refer to communications skills that journalists use when speaking, listening to, reading and writing in isiXhosa. This aspect of the course is designed to accommodate students with widely different proficiency levels in isiXhosa, from those who are fluent to those who have no experience in speaking the language. Secondly, the course focuses on expanding students' sociolinguistic knowledge. Here students learn about conceptual frameworks that enable them to make sense of the relationship between language and society, the way language is used in different social situations, and the effects of language use on society.

The course begins by engaging students in an exploration of their own language histories as well as the histories and of those in their immediate social spaces. Through such engagement, students and staff are able to make informed decisions about grouping students according to their level of proficiency in isiXhosa. During the remainder of the course, all students strengthen their understanding of the role that different languages play in society, and how some languages maintain dominance in powerful institutions in society. Students are required to think about the relevance of these issues to their own development as journalists. As part of this, they are expected to develop an approach to journalistic practice that responds sensitively to requirements of working in a multilingual environment.

Teaching and learning in each term is structured as follows:

Term One

The study of sociolinguistics: During this term, students are asked to write personal language biographies, and to reflect on their significance for their own linguistic identity, as well as that of their peers. Such reflection draws on concepts of relevance to the study of the relationship between language, culture and society. Students are challenged to reflect on the nature of their own socio-linguistic environment, in context of notions such as that of dominant/controlling vs. dominated/non-controlling languages and social institutions.

Developing communicative proficiency: Students reflect on their own proficiency in different different languages. Based on this understanding, students are divided into three different language streams in the 3rd week of term. Each of these streams now begin the process of establishing/strengthening their own ability to communicate verbally in isiXhosa. The focus is on establishing fundamentals. This includes and exploration of principles of grammar.

The Streaming Description

1. In the first 3 weeks students, regardless of linguistic proficiency, are combined
2. Students thereafter take it upon themselves, with guidance from lecturers to place themselves in the Beginner, Intermediate or Advanced stream
3. Details will follow towards the end of the third week

Language proficiency lectures will be offered using the following language proficiency framework:

Beginner/Basic: *students whose primary language is not a Nguni language (isiXhosa, isiZulu, isiNdebele and isiSwazi) and who have no prior knowledge of the Nguni languages. The focus is on oracy skills, i.e. speaking and listening but using print and audio material*

Intermediate language use: *students whose primary language is not a Nguni language but who have previous exposure, both formal (studied it as an additional language up to matric) and informal to a Nguni language speaker who can describe in simple terms aspects of their background, immediate environment and matters in areas of immediate need such as studies, etc. and who can communicate in simple and routine tasks requiring a simple and direct exchange of information on familiar and routine matters. The focus is on advanced oracy skills, i.e. speaking and listening and literacy skills.*

Independent language use: *students whose primary language is a Nguni language and who might have studied it at school, both as a home and an additional language, who can understand as well as deal with most situations likely to arise on topics which are familiar or of personal interest, and who can describe experiences and events, dreams, hopes and ambitions and give reasons and explanations for opinions and plans. The focus is on advanced oracy and literacy skills.*

Term Two

Sociolinguistics and media representations: We return to issues and questions raised in context of the personal language biographies developed during the previous term in order to examine the significance of sociolinguistics to the practice of journalism. Students are also introduced to further sociolinguistic concepts that enable such examination. Discussion deals, for example, with debates

around multilingualism, multi-/intercultural communication, etc. Instances of how these concepts can be seen to be of relevance to South African media will be explored.

Developing communicative proficiency – the fundamentals: Students continue to work in different streams, strengthening their ability to communicate in isiXhosa. The focus remains on establishing the fundamentals.

Term Three

Sociolinguistics and journalism: We examine cultural practices that form a backdrop to many of the stories that journalists cover on a daily basis, both in South Africa and elsewhere.

Examples of such practices and concepts are drawn from Xhosa society. This examination serves to demonstrate that it is important for journalists to develop a nuanced understanding of such practices and concepts, in order to produce journalism that is of a high standard.

Developing communicative proficiency in context of journalism: Students continue to strengthen their ability to communicate in isiXhosa, but now the emphasis shifts to communication scenarios of particular relevance to journalism.

Term Four

Sociolinguistics and multilingual practice: This module is organised around a series of lectures presented by multilingual practitioners from both in- and outside the university. The emphasis is on individuals whose knowledge of a diversity of languages and cultures enables them to mediate between different cultural perspectives and experience, as part of their work.

Students are required to find ways in which they can ‘model’ their own practice of multilingual journalism on the experiences of these individuals.

Working as a multilingual practitioner: Students produce a journalistic project, in which they draw on the principles, concepts and competencies that they have acquired during the course.

They are required, as part of this assignment, to demonstrate the level of proficiency that they have developed in isiXhosa, and the depth of understanding that they have achieved with regards to what it means to practice journalism in a multilingual and multicultural society.

Course outcomes

It is intended that at the end of the course the students will:

- Produce (orally and in written form) their personal language and language learning experiences (i.e. language biographies);
- Evaluate their language biographies against those of the others in their immediate social spaces (classroom and broader university);
- Critically evaluate language identity as manifold (multiple), can be contested by self and others, and is subject to change subject to change;

- Display an appropriate level of proficiency (oral and written) in conducting interviews in a journalistic setup; and
- Illustrate an understanding, through interaction with media and journalism authentic contexts, that languages which are marginalised and unrecognised in one context can be esteemed in another.

Readings: See weekly outline

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TERM PLANNING/COURSE CONTENT

Term 1: 20 February – 12 April 2017

This term students are introduced to multilingualism through languages biographies and are required to consider the relevance of a language course (isiXhosa for Journalism) in a vocational training degree (Journalism and Media Studies).

To achieve the above:

- The students are challenged to reflect, through writings and discussions, on personal experiences with language, including (in)formal language learning;
- As part of reflection, students are also required to think critically about language biographies presented by other students;
- Given varying linguistic diversity of the class as a social space, and the role each language plays to each member of the class, at the end of the term, students are required to reflect;
- By answering the questions “how and why languages resemble each other?” and “how and why languages differ from each other?” Students will be required to use personal language experiences and explore common traits that cut across different languages, as well as compare and contrast different roles played by language/s in their lives and of those they interact with as students in different social spaces.

COURSE TIMETABLE

Lectures and tutorials

- **Lectures**
 - Monday 7:45 – 8:30: Psycho Major
 - Wednesday 7:45 – 8:30: Psycho Major
- **Tutorials**
 - Tuesday 7:45 – 8:30: SoLL Seminar Rooms
 - Thursday 7:45 – 8:30 and 8:40 – 9:25: SoLL Seminar Rooms
 - Friday 7:45 – 8:30: and 8:40 – 9:25: Psycho Major & SoLL Seminar Rooms

The above tutorial groups have not been finalised. Students will be allocated into groups by the end of the week. Once allocation is finalised, your tutorial group, time and venue will be posted on the RUCOnnected and ALS notice board next to ALS Seminar Room (F6)

FIRST TERM ASSIGNMENTS AND TUTORIALS SUBMISSION DATES

TASK	DUE DATE
Essay	10 April 2017
2 tutorial submissions	6 March 2017
	20 March 2017
1 oral examination	5 & 6 April 2017

Week 1: 20 February – 26 February 2017

General Introduction *Intshayelelo*

Objectives

- To provide general information and an overview of the (whole year) course and its key underpinnings;
- To discuss course organisation;
- To give a general overview of matters relating to the assessment of the course; and
- To give dates of assessment of the course.

Readings

“What’s in a Name: Language and the Social Construction of Reality”. In Shaughnessy, M& Stadler, J. 2002. *Language and society: an introduction*. Oxford University Press: Oxford, New York.

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Week 2: 27 February – 5 March 2017

Language autobiographies *Imbali yolwimi lwam*

Objectives

- Students are required to label and define the languages that form part of their own linguistic identity – from birth right to higher education;
- In personal reflection, students are expected to write? personal linguistic biographies in comparison with the others presented in the classroom space; and
- From a sociolinguistic perspective, concepts such as *mother tongue*, *home language*, *first language*, *primary language*, *second language*, and *additional language* will be discussed.

Outcomes

- An awareness about own and other different personal histories about language;
- An awareness on the non-essentialist norm of language as an identity marker;
- An understanding of the different sociolinguistic “labels” given to language according to their function to the speaker.

Reading:

Busch, B, Jardine, A & Tjoutuku, A. 2012. *Language biographies for multilingual learning*.

PRAESA: Rondebosch.

<http://paulroos.co.za/wp-content/blogs.dir/22/files/2012/07/Paper24.pdf> (pages 19-63)

Week 3: 6 March – 12 March 2017

Language and its role in society: the politics of language *Ulwimi noluntu*

Objectives

- Students are required to reflect on social spaces that are of significance in their lives and in society generally;
- Students will be challenged to think about role different languages play, in the South African and other contexts, in different social spaces;
- To critically reflect on how dominant languages achieve dominance by taking control of important social institutions such as education, economy and the media; and
- To compare and evaluate different languages and their roles in important social spaces.

Outcomes

- An awareness of how language use in different social spaces is affected by politics of a certain country.
- Students will understand the overarching role of language in South Africa.

- Students will be aware of political underpinnings of language choice of South Africa in the 20th century.
- An awareness of relevance of language as a tool for control in political economy and how it perpetuates class differences.

Reading:

Alexander, N.E. 2001. "Language Politics in South Africa." In Bekker, S. B. (ed.). *Shifting African Identities*. Pretoria: Human Sciences Research Council.

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Week 4: 13 March – 19 March 2017

Language as repository of knowledge *Ulwimi njengovimba wolwazi*

Objectives

- Students reflect on values and experiences of their main language; as well as
- Reflect on value of language as a repository of knowledge; and
- Critically engage about what it means to “value” and “undervalue” some linguistic and cultural knowledge in different social spaces;

Outcomes

- Students should be able to conduct debate about the role of language in knowledge formation

Reading:

Corsen, A. 2009. "Language, culture, Perception and Knowledge." *McNair Scholars Journal*: Vol. 13: Issue 1, Article 7.

Week 5: 20 March – 26 March 2017

Further introductions: introducing others and giving social history *Ukwazisa abanye ohamba nabo nokunika imvelaphi yakho*

Objectives

This week the focus is on linguistics proficiency only. The aim of the lectures is:

- To be able to introduce other role-players, especially where one is an interviewer in the context of newsgathering
- To be able to give information, and ask questions related to one's personal and social background, appropriate to different levels of language proficiency.

Readings:

For Beginners: Departmental lecture notes

For intermediate and independent language users: SEK Mqhayi. 1914. *Ityala lamawele* (the abridged version). Alice: Lovedale Press. (Pages 1-4).

NOTE:

Tuesday the 21th of March is a public holiday. There is no lecture.

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Week 6: 27 March – 02 April 2017

Language at the workplace *Ulwimi emsebenzini*

Objectives

- Understanding the importance of language use in the workplace
- Knowledge on behaviours necessary to interact with other cultures
- Understand intercultural communication in the workplace
- To recognise importance of understanding each other's languages especially in the workplace.

Outcomes

- Student will be aware of one's and other's cultural differences and similarities
- Students should be able to effectively address people professionally across cultures
- Apply practical professional skills in a multilingual environment efficiently.
- Learn about how to handle misunderstandings in a multicultural workplace environment.

Reading:

Kaschula, R.H. & Anthonissen C. 2013. *Communicating Across Cultures in South Africa: Towards a Critical Language Awareness*. Wits University Press. Johannesburg

Week 7: 03 April – 09 April 2017

Politeness in cross-cultural perspective – *Ukucela ukuba nodliwano-ndlebe*

&

Review and Oral assessment *Uvavanyo*

Objectives:

- To enable the student to understand the role of politeness in newsgathering
- To enable the student to comprehend politeness in a cross-cultural environment
- To be sensitive to the various devices of expressing politeness
- To provide knowledge on how to make requests in isiXhosa
- To equip students with vocabulary associated with politeness in isiXhosa culture
- To equip students with knowledge on differences in interviewing and writing, in English and isiXhosa, during news gathering

Readings:

TBC

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Week 7: 10 April – 12 April 2017

Review and introductions in isiXhosa – *Uhlaziyo nokuzazisa ngesiXhosa*

&

Submission of Written Formative Essay

Objectives:

Sociocultural knowledge: To reflect on the key objectives of the 1st Term of the course and provide a forward looking synopsis for the course, focussing on the following:

- what to consider for effective communication within and between languages
- because linguistic communication occurs between cultures, there is a need to be culturally aware and sensitive during communication acts

Formative Assessment **30%**

- 2 oral assessments
- 3 Journalistic essays

Summative Assessment **40%**

- Oral assessment
- Journalistic project

APPENDIX M



RHODES UNIVERSITY
Where leaders learn

ISIKOLO SEELWIMI NONCWADI: ICandelo leeLwimi zesiNtu



ISIXHOSA FOR PHARMACY

RHODES UNIVERSITY

IsiXhosa for Pharmacy

COURSE CONVENOR

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Cross cultural communication in a clinical context

Communication varies according to different cultures, and when two people from different cultures meet to discuss issues, this becomes a challenge. This is no different when a health care professional (HPC) and a client from different language and cultural backgrounds meet in a clinical context. Issues that often cause miscommunication or cross-cultural misunderstanding include, amongst others, the following:

1. **Who greets first?** The person who is in motion or the person who has authority - in the case of clinical interview, the health care professional, greets first. In a normal social context, the younger person greets first.
2. **Do you look someone in the eye during the interview? Or if the client does not look you in the eye during the interview, is that a sign of submissiveness or guilt?** Not looking the person in the eye is not a sign of timidity or guilt. It is a sign of respect. As a health care professional you occupy a higher position in the conversation hierarchy, so by virtue of your position you are respected. While you cannot change your own cultural practices as a health care professional, the responsibility also lies on you not to abuse this respect by imposing your own beliefs on the client. Respect has to be reciprocated and a relationship of trust can then grow based on the manner in which you speak to the client, i.e. in his/her language, and also using words of assurance, etc.
3. **If interviewing a person of different gender, are there questions that you should ask in a sensitive way?** Questions that are often a problem are those relating to issues of sexuality. This is often a very sensitive matter across all cultures, and even more sensitive if the client is older. Again, besides the general practices on interviewing a client, in isiXhosa it is important to assure the client while keeping a “warm” but professional relationship. But something that is widely spoken about, but whose accuracy cannot be proved, is that clients speaking isiXhosa “can bare it all” more comfortably to speakers of other languages and cultures than to their own because there is no “attachment”.
4. **Are there practices in western medicine that are taboos in isiXhosa culture, but are seen as important in facilitating healing?** IsiXhosa speaking people have strong attachment to their ancestors. They are viewed as important to consult before a major decision is taken, e.g. before undergoing treatment, etc. The consultation can take various forms, e.g. going to your home to “talk” to the ancestors and ask for guidance, performing an appeasing ceremony (because of the belief that any illness is inflicted upon you and that your ancestors allowed for this to happen because they are angry with you or your family, for some reason or the other). There are reports that in Groote Schuur Hospital in Cape Town people often referred from Eastern Cape rural health care facilities, if they have to have a major medical treatment like surgery; it is common for them to withhold permission, mostly because they feel that they have to “consult” with the ancestors, or traditional healers for that matter. They then would go back “home” to do whatever they think is appropriate before undergoing western

medical treatment. In many cases, by the time they come back the illness is at an advanced stage, or is irreversible (Nash 2005, Crawhall 2001).

5. Can traditions that are widely practised and acceptable, like consulting a traditional healer and taking their medication, impede or facilitate healing?

The person amongst amaXhosa who is mostly consulted for treatment of disease or illness, besides a western-trained health care professional, is a traditional healer. Those who practise this practice consult traditional healers before or after a doctor has been consulted. If consulted, their medicine is often taken alongside that of the western doctor. It is strongly argued by scholars of the indigenous knowledge systems that most of the medicine prescribed by the traditional healers has healing properties. Their medication is often made from roots, leaves and bark of special plants which is crushed and mixed with water, or dried leaves which can be used as incense, especially if evil spirit is suspected. The most common ways of treatment in which these medicines can be used are: purgative (*ukugabha* forced vomiting and *ukucima*), steam treatment (*ukufutha*), ritual body wash (*ukuhlamba ngeyeza*), and spraying (*ukutshiza*). The last treatment also involves spraying the inside and the outside of the home of the patient to “chase away” evil spirits. As a health care professional, one should be aware of this and should be aware during consultation if the client is taking traditional medicine and caution against those that can be detrimental to the condition of the client. For example, there are reports that during the steam treatment, which requires a client to stand over hot medicinal water, some patients with epilepsy get an attack and fall, hurting themselves (Pisani 1998, Ngubane 1977).

6. Are there gestures that are unacceptable during a communication with umXhosa? Greeting using a firm handshake is often acceptable. Touching to show empathy during an interview is also acceptable, but only after a relationship of trust has been established.
7. **Do people in Xhosa culture consult with traditional healers when infected by sexually transmitted diseases (STI's)?**

In Xhosa culture many people believe that illnesses are caused by witchcraft, evil spirits or wrath of the ancestors.

Ancestors are believed to play a major role in people's lives both from urban and rural communities. People believe in the existence and influence of the ancestors. The ancestors are generally viewed as disembodied but still living spirits who continue to dwell amongst the living. The ancestors (*izinyanya*) are believed to have a strong and tangible influence on the lives of people. They communicate with the living and especially with their nearest descendents through dreams (Hirst 2005).

Because of the strong hold on to traditional beliefs with regards to health, almost by people from all African communities, consult with traditional healers even when they have sexually transmitted diseases. In Limpopo province many traditional healers treat infections like gonorrhoea, syphilis and most believe that they can treat HIV/Aids as well.

ISIFUNDO SESIXHENXE (*Lesson seven*)

Uziva njani namhlanje? *How are you feeling today?*

Iinjongo (*Outcomes*)

- To enable participants to ask general introductory questions on client's presenting complaint,
- To equip participants with basic language knowledge to be able to ask questions in the past continuous tense (1st and 2nd person only), and understand responses, and
- To be introduced to the traditional healer's practice of divination, *ukuvumisa*



Word Power!

IsiXhosa	IsiNgesi
Uziva njani?	<i>How are you feeling?</i>
-gula yintoni?	<i>What are (you) sick with?</i>
-khathazwa yimpilo?	<i>Are (you) bothered by health?</i>
-phazamisa	<i>-disturb/affect</i>
-sebenzisa	<i>use</i>
-gcina/-jonga	<i>Keep/look after</i>
-coca	<i>Clean</i>
-sokola	<i>Struggle</i>
-khumbula	<i>Remember/recall</i>
Amayeza	<i>Medicine</i>
Awaphi? [i.e. amayeza]	<i>Which ones [i.e. medicines]</i>
Iipilisi	<i>Tablets/pills</i>
Iimpawu	<i>symptoms</i>
Unyango	<i>treatment</i>
Eziphi? [i.e. iipilisi]	<i>Which ones [i.e. tablets]</i>
Indlela owathatha ngayo	<i>The way you take them (medicines)</i>
Unako uku- ...	<i>Are you able to .../Can you...?</i>
Uyakwazi uku- ...	<i>Are you able to .../Can you...?</i>
Ukwenza ezinye izinto ...	<i>To do other things</i>
Umgama omde/omfutshane	<i>Long/short distance</i>
Wakhe wagula?	<i>Have you ever been sick</i>
Wakhe wenza utyando?	<i>Have you had an operation?</i>

Zange	<i>never</i>
Ndibona/ndicinga njalo	<i>I think so</i>
Zikhona ezinye izinto?	<i>Are there other things?</i>



Masisebenze

Give isiXhosa for the following:

a) Does your illness disturb you at work or at home?

b) Do you struggle to do your work at home or at work?

c) Are you using medicines?

d) Do medicines disturb you at home or at work?

e) Does the way you take medicines disturb you at work?

f) Are you able to do other [ezinye] things?

g) Are you able to walk long distances?

h) Have you been sick before?

i) I do not remember

j) Which medicines do you use?



The following dialogue is between Mrs Qokweni and Nqabakazi. Nqabakazi's responses have been given in order, but Mrs Qokweni's are jumbled up. Match Mrs Qokweni's responses with Nqabakazi's questions

Nqabakazi [questions in order]	Nkosikazi Qokweni [responses not in order]
a) Mama masiqhube...	1. Ewe, kodwa ngamanye amaxesha kunzima
b) Uziva njani nje?	2. Hayi, andikwazi ukuhamba, ndiyasokola
c) Kanene ugula yiswekile?	3. Hayi, zange ndenze utyando
d) Wenza msebenzi mni [what type] ekhaya?	4. Kulungile sisi
e) Uyakwazi ukwenza umsebenzi wakho ekhaya?	5. Ewe, <i>nehigh high</i>
f) Amayeza akho achaphazela umsebenzi wakho ekhaya?	6. Ndikhathazwa ziinyawo qha
g) Uyakwazi ukuhamba umgama omde?	7. Nam ndiyabulela
h) Uziva njani namhlanje? Uyagula?	8. Hayi, qha ndicela iipilisi zeentlungu
i) Wakhe wagula ngaphambili?	9. Hayi akukho nto, ndisaphila noko
j) Wakhe wenza utyando	10. Hayi andiguli, kodwa iinyawo zam zibuhlungu
k) Zikhona ezinye izinto ezikukhathazayo [that bother you] ngempilo yakho?	11. Hayi, zange ndigule
l) Ingaba unemibuzo mama?	12. Ndigcina abazukulwana, ndiyacoca yaye ndiyapheka
m) Kulungile mama, enkosi, ndisagqibile okwangoku	13. Hayi, andiboni njalo

History of presenting complaint: The following are some of the important questions one can ask regarding the history of the presenting complaint.

IsiNgesi	IsiXhosa
Lingakanani ixesha ugula.../ Uqale nini ukugula ...	<i>How much time have you been sick... /When did you begin to be sick ...</i>
Sisifo seswekile?	<i>with diabetes?</i>
Yihigh <i>high</i> ?	<i>with high blood pressure?</i>
Sisifo sombefu?	<i>with asthma?</i>
Sisifo sokuwa?	<i>with epilepsy?</i>
Wabona ntoni ukuze wazi ukuba uyagula?	<i>What did you see to know that you were sick</i>
Uqale njani ukugula?	<i>How did you begin to be sick?</i>
Wabona mpawu zini?	<i>What kind of symptoms did you see?</i>
Wawusebenzisa amayeza phambi kokuya kugqirha/ekliniki/esibhedlele?	<i>Did you use medicines before going to the doctor/clinic/hospital?</i>
Usebenzisa awaphi amayeza/iipilisi ngoku	<i>Which medicines do you use now?</i>
Amayeza ayanceda?	<i>Do medicines help?</i>
Iipilisi ziyanceda?	<i>Do pills help?</i>
Lingakanani ixesha usebenzisa amayeza/iipilisi zesifo seswekile?	<i>How long [how much time] have you been using diabetes medicines/pills</i>
Uyasiqonda kakuhle isigulo sakho?	<i>Do you understand your illness well?</i>
If you understand, tell me about your illness	<i>Ukuba uyaqonda, ndixelele ngesigulo sakho</i>
Iimpawu zakho ngoku ziyafana nakuqala?	<i>Are your symptoms now the same as at the beginning?</i>
Ugula kakhulu ngoku kunangaphambili	<i>Are you sick more now than before?</i>