

**LANGUAGE POLICY AND PLANNING IN THE TSHWANE
METROPOLITAN MUNICIPALITY: THE CHALLENGES OF
IMPLEMENTATION**

THESIS

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DECLARATION

I declare that **LANGUAGE POLICY AND PLANNING IN THE TSHWANE METROPOLITAN MUNICIPALITY: THE CHALLENGES OF IMPLEMENTATION** is my own work and that all the sources that I have used and quoted have been indicated and acknowledged by means of complete references.

SIGNED.....

DATE.....

Seshoka K.O.P

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ABSTRACT

Language policy planning in the Tshwane Metropolitan Municipality: the challenges of implementation.

This study explores the challenges related to language policy and planning in the City of Tshwane Metropolitan municipality. The study sets to look at the at the challenges affecting successful implementation by the City of Tshwane Metropolitan Municipality as a state organ charged with local development and service delivery for the communities.

In terms of the of the Municipal Systems Act of 2000 Municipalities are expected to respond to the language use and preferences of their local communities by making sure that their language policies are fully implemented. The researcher highlights that in instances where municipalities communicate information they are required to make special provision for the speakers of African languages in the communities that they serve in the languages they best understand. This work looks at various statutory language policy documents in South Africa in particular, that give the task of language policy implementation to municipalities as they are the local extension of the national government.

This study also argues that municipalities are critical to implementation of language policy. It further notes that in order for the full social, economic and political transformation to take place in municipalities they have to be transformed linguistically in a radical way whereby all the official languages play a major role in all these spheres than before This view is held by many scholars and researchers in the areas of language policy and planning

This study highlights that the challenges to successful language planning and policy in the government sectors are due to lack of commitment by the government, language practitioners and planners and increased monolingualism in the municipality. The study further explores the language policy and plan of the City of Tshwane Metropolitan Municipality and the the strategies that can contribute to successful optimization of language resources of the Tshwane Metropolitan Municipality in order to give effect to the use of local languages as contained in policy documents and also establish how the city of Tshwane can better reinforce its strategies to implement this language plan and policy.

The main focus area of this research is on the language policy and plan of the City of Tshwane Metropolitan Municipality and assesses whether the language practices in these institutions are reflective of their policy and plan. It is hoped that the study will be able to give policy makers and those tasked with implementation, especially at government municipalities' strategies for improvement in the functionality and the implementation of their language policies and plans. It is also hoped that recommendations and challenges highlighted by this research will be of a better assistance on how to better reinforce strategies to implement the language plan and policy in the government sectors.

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CHAPTER 1

GENERAL INTRODUCTION

1.1. Introduction

The new democratic South Africa brought with it a new system of service delivery in the municipalities, which entails that basic services can be delivered according to an organized plan. This system of municipalities was meant to make it easy for the national government to be within the reach of local communities. The Municipal Systems Act (32, of 2000) was directed at providing for the core principles, mechanisms and processes that were necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and to ensure universal access of essential services for effective community participation. This system of municipalities was, therefore, initiated to enable communities to participate fully in the development of their country.

In order for the objectives of the municipalities to be achieved, the language issue was identified as of crucial importance. In terms of the Municipal Systems Act (32, of 2000), municipalities were thus expected to function and serve their residents in the languages that they best understand. Municipalities were also encouraged to make special provision for those who cannot read or write by using sign language (Municipal Systems Act 32 of 2000). The provision of language usage by the municipalities in the Constitution of the Republic of South Africa of (1996) and the Municipal Systems Act (2000) draws attention to the importance of involving communities and community structures in matters of local government, of which the language factor is seen as central (Constitution of the Republic of South Africa, Act 108 of 1996). This is a clear indication that language plays a major role in the attainment of social and economic equality and justice for the majority of South Africans (Department of Arts and Culture 1996: 20).

Various sections of the Constitution of the Republic of South Africa (Act 108 of 1996) emphasise the importance of multilingualism at municipal level. The Municipal Systems Act (Act 32 of 2000) advises provincial governments to use at least two indigenous African languages for official purposes, and municipalities are instructed to respond to the language use and preferences of their local communities.

Chumbow (1987: 22) mentions “that the languages of a nation are its natural resources on the same level as its petroleum and other natural resources.” Language plays a central role

in articulating and conveying not only social, cultural and empirical ideas, but ideological concepts as well. The importance of a language cannot be ignored and taken for granted. The official languages must therefore be given a real status not in only policy but also in action in the broader social, political and economic context (Webb 2002: 103).

Multilingualism is expected to take root as a positive force in local government of the City of Tshwane Metropolitan Municipality because African language speakers account for 84,68% of the population (Language policy of the City of Tshwane 2009: 5). Language policy and planning is as important as any other aspect of economic planning because it forms part of in the national development plan (Webb 2002: 6). Language policy and planning entails efforts to control the use, status, and structure of a language through a policy usually developed by the government Schmidt (2006: 97). Language policy also includes the legislation that prescribes in detail when and how one or more languages are to be used.

Grin (2003: 19) refers to language planning as “a set of concrete measures taken within a language policy to act on linguistic communication in a community”. Language planning is like a roadmap on how the language policy measures will be implemented. Language policy and planning in terms of the multilingual nature of South Africa is embodied in the Constitution and other legal documents such as the Language in Education Policy of the Department of Education, Use of Official Languages Bill, and a number of provincial language policies. These language policies present the clear decisions that the South African government has taken to allow explicit pluralism that is intended for the promotion of equality, human rights, mutual respect, and tolerance of other language groups in the country, in order to maintain the country’s diversity and promote integration of the population. These language policies were also directed at protecting and promoting the interests of the people in the country and facilitating democratic participation of the South Africans (Alexander 2000: 5).

In the light of the foregoing, this study looks at the language policy and planning in South Africa with special focus on the City of Tshwane Metropolitan Municipality. Its main interest is on the challenges that confront the implementation of language policy decisions at this municipality.

The present chapter is the introduction of the study. It will lay emphasis on the historical overview of language policy and planning development in South Africa before outlining the purpose and motivation for the study and the research problem, goals and methods.

1.2. Historical overview of language policy and planning development in South Africa

During the period of Apartheid in South Africa, English and Afrikaans were the languages that were spoken and used widely in the public affairs, despite numerous indigenous African languages that were learnt and spoken at that time. This was increased by the Apartheid era language policies whereby the reality of South Africa's multilingualism was ignored. At the end of Apartheid and at the birth of a new democratic era in 1994, nine of the indigenous African languages were made official languages at national and provincial levels as South Africa adopted a multilingual language policy (Broeder et al 2002: 4).

Language plays a major role in public life. In a multilingual setting such as South Africa it is an important factor in education development, economic performance, political development, and national reconstruction and development (Webb 2002: 7). Education development and political and social advancement are all dependent on language.

According to Heugh (2002: 46) languages play a vital role in the development and in ensuring cultural diversity and intercultural dialogue. Language is an important tool in attaining quality education for all and strengthening cooperation. It assists in building inclusive knowledge societies and preserving cultural heritage, and in mobilising political will to apply the benefits of science and technology for sustainable development (Benson 2004: 4).

Languages are part of the heritage of humanity (Skutnubb-Kangas 2004: 4). Each language reflects a unique world view and culture complex, mirroring the manner in which a speech community has resolved its problems in dealing with the world and has formulated its thinking, its system of philosophy, and its understanding of the world around it (Philipson 1988: 351). No language is superior or inferior to any other language. A language plays a developmental role as a facilitator of growth or an obstacle to growth.

Language as an instrument of development plays a major role as a contributor to the intellectualisation of communities. The South African government's priority since 1994 has been the redress the effects of Apartheid and to lead the country into being a democratic state. This became evident in the new laws that were passed and the new government structures that were created to cater for this. In addition to this the state administration and training staff was restructured so that it can be representative of the population at all levels in all departments. A language policy became one of the measures in the creation of a new state in which society was through it allowed to participate in government matters in a language that is understood best. Linguistic transformation became an important aspect in the reconstruction process of a country (Webb 2008: 33).

The language communities need to become empowered through the correct implementation of language policies and planning (Department of Arts and Culture 1996: 20). However, for that to take place, challenges that hamper successful implementation of language policies and planning need to be identified so that regular assessments, revisions and updates can be initiated.

1.3. Purpose and motivation for the study

The purpose of the study is to investigate the extent of the implementation of the language policy of the Tshwane Metropolitan Municipality in the Mabopane, Soshanguve and Pretoria central areas. This research was motivated by the desire to see language policy and planning put into action.

Language policies have been considered only on paper, and implementation has been minimal in most South African government institutions. My interest in the field of language planning and policy has led me to conduct this research. There is more than what meets the eye when it comes to languages. However, if we think more about languages, their role in society, and the lives of the people they impact, we can come to the understanding that language is an important aspect in the human social development. Languages have an effect on local development, community participation and empowerment (Webb & Kembo-Sure 2000: 5).

The implementation of language policy in South African as a whole is still to this day confronted by many challenges. These challenges include the dominant position that

English and Afrikaans had in the municipality, and also the difficulty that the indigenous African languages find themselves in by being perceived as inferior and in competition with each other (Alexander 2000: 7).

In as much as English has been viewed as the key to socio-economic mobility and prestige, it poses a threat to the use and maintenance of the indigenous languages and the implementation of a policy of multilingualism (Department of Arts and Culture 2003: 10). However, a national sociolinguistic survey commissioned by PanSALB in 2000 showed that more than 40% of people in South Africa often do not understand what is being communicated in English (Department of Arts and Culture 2003: 10).

The indigenous African languages must be acknowledged, valued, and promoted. For the acknowledgement, valuing and promotion of the indigenous African languages to take place, language planning measures have to take account of individual and national identity issues, along with the imperatives of internal and international communication matters. Language planning has to take account of the demands of transformation, both to expand democratic participation and to equip citizens and the nation for mobility. Language planning has to avoid false categorisation and unconscious or inadvertent stigmatisation of any language and this may require ongoing reconceptualisation of the nature and significance of South Africa's languages (Ridge 2004: 199).

Languages, just like cities and families, can be planned. Languages are planned in that legislation prescribes, often in great detail, where and how one or more languages are to be used. The democratic principle of multilingualism must be respected, tolerated, and practised by government. Languages are tools for development, and English must not be the only language that is used as a gatekeeper of knowledge and resources (Ridge 2004: 199).

The present study will look at the language policy and planning, and the difficulties surrounding the implementation of the Tshwane Metropolitan Municipality language policy and planning. This research will explore the challenges facing the successful implementation of language policy, from a language management perspective. The study does, however, take into cognisance that even if the language policy of the City of Tshwane Metropolitan Municipality affords recognition to the use of more than one language, there

is still a dire need for translation and interpreting services to ensure that the community in general, is served in their home language.

1.4. Study area

The City of Tshwane is a Metropolitan municipality that forms part of the local government of northern Gauteng Province, South Africa, and includes the city of Pretoria. Gauteng is a cosmopolitan and multilingual province where in all its regions all 11 of South Africa's official languages exist. This has made the provincial government to design its language policy framework by taking into account the language circumstances, needs, and preferences of its communities, so as to promote multilingualism in the province (Gauteng Department of Arts and Culture 2005: 10).

The results of the 2001 census show that Gauteng has no specific language that is used but a multilingual situation is apparent, in which the African languages are the top five languages spoken by more than 70% of the population (Statistics South Africa, 2001). The demographics of the five most spoken languages in Gauteng are as follows: isiZulu (21.1%), Afrikaans (13.6%), Sesotho (12.6%), English (12.0%), and Sepedi (11.2%) (Gauteng Department of Arts and Culture 2005: 11).

At the time of finalising this study the Census 2011 key results report only contained language spread in terms of Provinces rather than in the municipalities (Statistics South Africa 2012). The 2001 census report was thus used for the purposes of this study as it contained information on the language spread in municipalities in South Africa.

The census results of 2001 reflected that the following languages are used in the municipalities of Gauteng:

- Ekurhuleni: isiZulu, Afrikaans, Sepedi, Sesotho, English
- Emfuleni: Sesotho, isiZulu, Afrikaans, isiXhosa, Setswana and English. Johannesburg: isiZulu, English, Sesotho, Setswana, Afrikaans Lesedi: isiZulu, Sesotho, Afrikaans, isiXhosa, English
- Midvaal: Sesotho, Afrikaans, isiZulu, English, isiXhosa
- Mogale: Setswana, Afrikaans, isiZulu, isiXhosa, English
- Randfontein: Setswana, Afrikaans, isiXhosa, isiZulu, Sesotho and English.

- Tshwane: Sepedi, Afrikaans, Setswana, Xitsonga, isiZulu, English
- Westonaria: isiXhosa, Sesotho, Setswana, isiZulu, Xitsonga, English and Afrikaans (Statistics South Africa, 2001).

The above statistics show signs of what the preferred language would be in usage of government services by the majority of residents in the Gauteng province. This has created a spiral in the need for official documents of the Gauteng Provincial Government to be translated into more than one language in order to be able to serve the communities in their home language in both oral and written communication. The Gauteng Government was also thus obliged by the Constitution of the Republic of South Africa (Act 108, of 1996) to consider the importance of multilingualism, to respect and uphold the language rights of its citizens.

The Tshwane region which forms part of the Gauteng province consists of the following places: Pretoria, Centurion, Laudium, Eersterus, Akasia, Soshanguve, Ga-Rankuwa, Mabopane, Winterveld, Hammanskraal, Temba, and Mamelodi. These are divided into Pretoria North, Pretoria East, Pretoria West, and Pretoria South. These places consist of different wards. Many of the residents in these wards speak an indigenous African language as their home language. This is a clear indication that no single dominant language exists in the Tshwane region. As the city serves people from different linguistic backgrounds, language use and preference plays a crucial role in service delivery and community engagements. The results of the census of 2001 provide the following statistics of the distribution of home languages in Tshwane: Sepedi is spoken by 22.14% of the population.

- Afrikaans is spoken by 21.29% of the population
- Setswana is spoken by 17.11% of the population
- Xitsonga is spoken by 9.99% of the population
- isiZulu is spoken by 7.61% of the population
- English is spoken by 6.54% of the population
- isiNdebele is spoken by 4.94% of the population
- Sesotho is spoken by 3.95% of the population
- isiXhosa is spoken by 1.91% of the population

- siSwati is spoken by 1.91% of the population
- Tshivenda is spoken by 1.77% of the population
- Other languages are spoken by 0.83% of the population (Statistics South Africa, 2001)

The Tshwane Metropolitan Municipality does not only serve people living in urban developed areas, but also in rural areas. Multilingualism is a reality in the municipality, and special measures have to be put in place to ensure that languages are used equally.

1.5. Research problem

The Municipal Systems Act (32 of 2000) as part of new democratic South Africa was brought as a new system to fast track service delivery. Taking into account the Municipality System Act (32 of 2002), Tshwane Metropolitan Municipality adopted six languages namely languages namely Afrikaans, English, Sepedi (Northern Sotho), Xitsonga, Setswana, IsiZulu. The language policy entailed that a multilingual approach be followed in order to create a platform for meaningful communication between local communities and local government (Municipal System Act 32, of 2000).

The language policy of Tshwane Metropolitan Municipality was adopted in 2007, highlighting the municipality's intention to implement multilingualism in its regions. The same policy was also revised in 2009 in order to make room for its evaluation and monitoring, thus making sure that corrective measures are taken for its development and implementation.

However, in the implementation of the same policy, especially that in the City of Tshwane Metropolitan municipality, some obstacles have been noted in achieving the government's dream of having a multilingual society as attitudes, language use, ethnic interactions, language preference patterns, language growth and shift make this harder (Mutasa, 2000: 5). For that reason the researcher chose to undertake this study in order to highlight these obstacles or challenges.

Another reason for embarking on this study was the recognition of the slow development of the municipality in terms of human resources, education, economics and politics although the democratic era government has been in power for over 18 years. South Africa is still to

this day travelling the journey of linguistic transformation whereby all the official languages have to equally play a major role in all the economic, political, educational and social spheres (Webb 2002: 8).

To put it plainly, official African languages have not been given status in action in the broader social, political and economic context (Webb, 2002: 103). As a resident of the Mabopane Township which falls under the Tshwane Municipality jurisdiction, the researcher came across instances of language use in external communication by the municipality such as in the case of official notices and by-laws whereby the official African languages were minimally or not used at all. This also compelled the researcher to undertake this study as to what is challenging language transformation in the municipality.

There are also no signs of equity and parity on language use even when there was the language policy governing language use at the City of Tshwane municipality (Webb 2002: 104). There are also signs of lack of sustained support for the adequate use of African languages by public and private institutions. Another issue is that within the communities there are no enforced regulations with regards to language use like there is for paying taxes, rates and economic and political laws in the municipality's interaction with its citizens (Alexander 1992: 142).

The execution of this study was of importance in contributing to bringing an understanding into the field of language policy and planning into the challenges confronting implementation of such policies in the democratic era. Since the demise of Apartheid the government of South Africa has put to place different measures in effecting a radical break with the past. The democratic government has also established measures to improving the well being of those citizens who were previously marginalized by initiating a language policy so that they can take part in the country's services and programmes (Beukes, 2004: 2).

South Africa has a rich linguistic ecology (Wright, 2004: 175). This in itself is a proof that language issues in South Africa need not to be taken for granted. Linguistic profile of the communities has to at all times be taken into consideration when issuing notices, communication and other things to the residents. There is still a dire need for translation and interpreting services to ensure that clients or the community in general are served in

their home languages. A tendency of monolingualism and attitude towards multilingualism among the employees of the government, especially municipalities is another motivation for the undertaking of the study (Language policy of the City of Tshwane, 2009: 36).

It was in consideration of these problems, background and understanding that the researcher felt obliged to investigate the extent of implementation of the language policy and plan in the Tshwane Metropolitan Municipality, focusing on some municipality regional offices such as Mabopane and Soshanguve and Pretoria central.

1.6. The goals of the research

The purpose of this research is:

- To investigate the extent of the implementation of the language policy and plan of the Tshwane Metropolitan Municipality;
- To look into the challenges affecting the successful implementation of language policy and planning in the Tshwane Metropolitan Municipality;
- To look at the way in which language use, attitudes, technology, and globalisation are affecting language policy and planning in the Tshwane Metropolitan Municipality.

To explore strategies that can contribute to the successful optimisation of the language resources of the Tshwane Metropolitan Municipality, in order to give effect to functional multilingualism, as contained in the policy documents.

1.7 Chapter Outline

The chapter outline of the study is as follows:

Chapter one: Introduction

As seen above the chapter introduces the thesis by giving an outline of the historical overview of language policy and planning development in South Africa, the purpose and motivation of the study, research methods to be employed in order to support the study.

Chapter 2: Literature Review

This will be a review of the scholarly perspectives on language policy and planning. It will look at various scholarly definitions and interpretations of language policy and planning in order to locate the study within a particular theoretical paradigm. The chapter will end with

a summary of the various scholars' ideas on language policy and planning and the challenges faced by South African government departments, particularly the municipalities, in implementing this policy.

Chapter 3: Language Policy Matters in South Africa

The focus of this chapter will be on the different policies and legislation that have been developed in the democratic era to direct language related matters. Each of the policies will be dealt with individually and contextually to highlight the clauses that are important in the implementation of such policies in the municipalities. Policies discussed in the chapter are the ones relevant to the language issues.

Chapter 4: Research Methodology

This chapter deals with the methodological strategies used in this study to gather data. The chapter will also explain in detail the research approach, the methods used, sampling strategy followed, the area of study, research respondents, the validity and reliability of the findings, ethical considerations, and the methodological challenges experienced in data collection.

Chapter 5: Data analysis and Findings

The data analysis chapter focuses on the cleaning, transforming, and analysis of data by identifying research questions and how they were answered by the respondents. This chapter is structured around the analysis methods that were incorporated in the study such as data transcribing, data cleaning, analysis of the employee and resident data set with emphasis on useful data set information to be used in the study.

Chapter 6: Conclusions and recommendations

The chapter also presents recommendations based on the findings of the study. This chapter is organized around the key findings and recommendations with regards to the research question.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

The purpose of this chapter is to review the literature on which the core concepts of this study in terms of language policy and planning in South Africa will be based. The researcher will also look at various scholarly definitions and interpretations of language policy and planning in order to locate the study within an appropriate theoretical paradigm. The study will emphasise how language policy and planning and its implementation is vital to ensure linguistic transformation and participatory democracy through functional multilingualism.

This chapter ends by summarising various scholarly' ideas on language policy and planning and the challenges faced by South African government departments, particularly the municipalities, in implementing the language policy that governs them. Each of these ideas will be dealt with thematically to highlight the main points made by these scholars. It must be noted that not all aspects of language policy and planning discussed by these scholars will be covered. The focus will be on those aspects that are relevant to this study.

2.2 Language use in South Africa

South Africa has since the demise of apartheid made significant progress in effecting a radical break with the past and improving the well-being of those citizens who were previously marginalised, by initiating a language policy, so that these citizens can benefit from the country's services and programmes (Beukes 2004: 2). South Africa has chosen a multilingual approach, so that citizens can be freed from all forms of linguistic discrimination, domination and division, and to enable them to exercise appropriate linguistic choices for their own well-being, as well as for the development of the nation (Pan South African Language Board Act 1995).

South Africa has a rich linguistic ecology (Wright 2004: 175). The metaphor of language ecology captures a set of ideological underpinnings for a multilingual language policy, in which languages are understood to live and evolve in an ecosystem along with other languages (language evolution), interact with their socio-political, economic and cultural environments (language environment), and become endangered (language endangerment) if

there is inadequate environmental support for them vis-à-vis other languages in the ecosystem (Hornberger 2002: 36).

Multilingualism will always be an important factor in language debates in South Africa. Multilingualism often begins in the family, and it depends on the family for its promotion, if not for its protection (Fishman 1996: 430). Following the high expectations in the run-up to the “new South Africa” that a free and democratic political system would bring about transformation, South Africans witnessed a spate of new policies and interventions in most sectors of society.

These policies were formulated to implement the government’s Reconstruction and Development Programme (RDP), which aimed to effect radical social redress, secure economic development, and build a united nation. Government’s point of reference was the Reconstruction and Development Programme (RDP), with its “single vision of creating a people-centred society”. Language policy and planning was part of creating a people-centred vision (Beukes 2004: 1).

At the beginning of 2008, the Department of Provincial and Local Government implemented a project aimed at establishing and promoting multilingualism at the third level of government, that is, the municipalities. The reasons for establishing the project included the unsatisfactory service delivery at municipal level with regard to, for example, housing, sanitation, health, and transport, and the non-participation of citizens in policy decisions and implementation in local government, which means that the constitutional aim of participatory democracy was not being realised (Webb 2009: 191).

Over the past 18 years, the South African government has made considerable progress in supporting its commitment to multilingualism. Using the constitutional stipulations on language as a framework, it developed a well-articulated National Language Policy Framework (NLPF) in 2003, several provincial and local authorities have developed language policies, and it has developed the necessary infrastructure, such as the Pan South African Language Board with its constituent bodies, the Department of Arts and Culture with its language policy and development bodies, and the Commission for the Promotion and Protection of Cultural, Religious and Linguistic Communities (Webb 2009: 191).

In spite of this extensive network, the language of official business and the language landscape is increasingly English. The lack of use of African languages in high-status domains remains a reality (Kaschula 2011). Multilingualism has not yet been meaningfully promoted, and the public meaning of the African languages in terms of their social, economic, educational and political value is largely unchanged. Furthermore, the language policies that have been developed have either not been implemented, including national, provincial and municipal policies, or have been counterproductively implemented, such as the language-in-education policy of 1997 (Webb 2009: 194).

It is all too easy for some people to ignore the difficulties that poor, elderly or rural people may face in dealing with administrators, and government service providers, particularly in municipalities, who cannot, or will not, speak an African language. One could argue that not all of these municipal service providers will come into contact with members of previously disadvantaged groups, but the real issue is that municipalities are the local extension of the national government. The ability to communicate and offer their services in an African language would be a critical indicator of government's willingness to serve the whole nation, and not just a favoured portion (Sharp & Klopper 2011).

Language, in terms of South Africa's Constitution, is a basic human right, and multilingualism is regarded as a national resource. The Constitution prescribes affirmative action for the African languages that were marginalised in the past (Beukes 2004: 5). These languages, according to the Constitution of the Republic of South Africa, "must enjoy parity of esteem and must be treated equitably" (Constitution of the Republic of South Africa, Act 108 of 1996). The development of African languages needs to be afforded high priority, and "practical and positive measures" need to be put in place to elevate these languages, in accordance with the Constitution.

The pressure is mounting on government to ensure that all languages are used equitably in all domains. The Government was slapped with a court order in the matter of Lourens versus the President of the Republic of South Africa and others in relation to the use of the official languages by its departments. For this reason, a language bill which has been amended to be termed the Use of Official Languages Bill was ordered by the court to be passed by March 2012 to give effect to the use of official languages in the government

departments however an extension was granted for its the implementation (Parliamentary Monitoring Group 2011: 1).

The court order also stressed that the purpose of the bill must not be confined to the promotion of the official languages, but also the use of these languages to provide access to services. The court order stressed that the bill must apply to the national, provincial departments and entities of government. The pressure is thus mounting on government to ensure that language policies and plans become a reality in South Africa, not just in paper (Parliamentary Monitoring Group 2011: 1).

Speech communities of all South Africa's official languages are entitled to have at their disposal all the human and material resources necessary to ensure that their language is present to the extent that they desire at all levels within their territory (Universal Declaration of Linguistic Rights 1996). Language is the fundamental institution of society, not only because it is the first institution experienced by the individual, but also because all other institutions are dependent on language to communicate effectively (Cooper 1989: 182).

While language is personal and the free choice of an individual, it is also used for communication. Human beings are also social creatures who use language in social contexts. It is through language and other sign systems that human behaviour can be understood. Languages cannot be understood in isolation from the social and physical environment in which they occur (Shohamy 2006: 10).

Although language is sometimes overlooked, language use within a nation is the single most important factor determining opportunities to access external economic services and public health and education services (Tage 2010: 1). Unless the government is consistent in its language practices and beliefs, and in dealing with contextual forces that come into play, the policy that is codified in the Constitution and legislation is likely to be not effectively implemented (Shohamy 2006: 53). Increased access through written and spoken communication in the African languages has the ability to contribute positively to better democratic practice and participation (Ridge 2004: 205).

Tewar (2002: 1) asserts the importance of language and, in particular, the mother tongue as follows:

Language is a part of me. Words are mirrors that reflect my ideas and feelings. Without our languages we are nothing. A language is as important as a country, history and flag. Language is a part of our personality. Language is identity. To express your inner thoughts and feelings you need the language of feelings and the soul; no language is closer to one's feelings and soul than the mother tongue.

Fishman (1996: 276) defends the mother tongue as follows:

The essence of a nationality is its spirit, its individuality and its soul. This soul is not only reflected and protected by the mother tongue but, in a sense, the mother tongue is itself an aspect of the soul, a part of the soul, if not the soul made manifest.

All language use, discourse practices, media productions, and distributions are inevitably connected to socio-cultural, political and historical contexts and power relations (Fairclough 1995: 23). Language is dynamic, personal, free, and energetic, with no defined boundaries. There have always been those groups and individuals who have wanted to control and manipulate language in order to promote political, social, economic and personal ideologies (Shohamy 2006: 1). Language is in most cases used to create group membership, to demonstrate inclusion or exclusion, to determine loyalty or patriotism, and to show economic status and classification of people and personal identities (Shohamy 2006: 1).

Language is the medium by which and through which individuals define and inhabit their own identities and, in the process, assess and ascribe the identities of the other (Ricento 2006: 232). A language can play a role in the assertion and maintenance of and contestation for power and social arrangements, from local to national contexts. Multiple languages are an asset rather than a problem. A language is not only a vehicle of communication, but also encompasses heritage, culture, and a sense of identity (Ruiz 1988: 15).

2.3 Language policy

2.3.1 Definitions of language policy

Ridge (2004: 211) defines language policy as “a branch of linguistic communication”. He goes on to say that it is “an effort to transform the linguistic environment and linguistic resources which are already at the disposal of citizens to make them more effective”. He further states that “language policy refers to the policy of the society in the area of linguistic communication, which is usually formulated in the form of an official document”.

Language policy is a systematic, rational, theory-based effort at societal level to modify the linguistic environment with a view to increasing aggregate welfare. It entails recognising and legitimating the linguistic resources which citizens already use (Ridge 2004: 211). Liddicoat & Baldauf (2008: 60) assert that language policy is “grounded in linguistic culture”. They hold that language policy is “grounded in the set of behaviours, assumptions, cultural norms, prejudices, folk belief systems, attitudes, stereotypes, ways of thinking about the language, religious historic circumstances, associated with a specific language” (Liddicoat & Baldauf 2008: 60).

Schmidt (2006: 97) maintains that language policy “involves the development of public policies that aim to use the authority of the state to affect various aspects of the status and the use of languages by people under the state’s jurisdiction”. Ricento (2006: 11) claims that language policy is “not just an exercise in philosophical inquiry”, but that it is “interested in addressing the social problems which involve language to one degree or another and in proposing realistic remedies”. He goes on to say that “language policies are made, or are implicitly acknowledged and practiced, in all societal domains”.

Wee (2010: 12), in turn, defines language policy as “the designed activities which relate to value of language resources, the assignment of preferences to one or more languages and their functional ordering, and developing the language resources and their use in a manner consistent with declared objectives identified as planned targets”.

According to Wallace & Wray (2002: 80), language policy “basically includes the policy statement on a number of languages to be spoken in a country, and how they are to be maintained”. They further state that language policy “creates a legal framework for all

languages to be fundamentally equal, even if their complexity was differently expressed”. All languages are fit for their communicative purposes, and all humans possess the capacity to learn language, whether through observable aspect of behaviour or through a genetic blueprint (Wallace & Wray 2002: 80).

Alexander (2000: 5) maintains that language policy is “not some de-contextualized set of protocols that can be transported from context to context, setting to setting, and applied by disinterested technicians”. Alexander (2000: 6) further maintains that “the historical settings of culture, legal and political environment, ethnic relations, and socio-legal parameters of policy-making influence not only what is possible in any specific setting, but also serve to shape its form and its content”.

Tollefson (1991: 207) describes the language policy as “a form of disciplinary power”. This scholar believes that the success of a language policy depends on the ability of the state to structure into the institutions of the society the differentiation of individuals’ different languages. The state uses language policy to discipline and control its people by establishing language-based precincts in education, employment, and political participation.

2.3.2 The goals and objectives of language policies

Language policy deals with specific goals and objectives with regard to language use (Wallace & Wray 2002: 80). Karyolemou (2002: 213) holds the view that language policies are concerned with “language status, language structure and language acquisition goals”. According to Desai (2001: 323), “language policy plays a central role in enabling citizens of a country to participate in the political, educational, social and economic life of that country”.

Mohanty (2002: 54) emphasises that the “political, economic, social consideration is mostly the focus of the language policy decisions”. Language policies play a major role in perpetuating language behaviours and ensuring that ideologies turn into practice. Language policy is not limited to official and declared documents, which often play lip service, but incorporates a variety of mechanisms that serve to ensure that language policies are implemented (Shohamy 2006: 6).

2.3.3 The role of language policy

Bamgbose (1999: 22) expresses the functional role of language policies when he asserts that “language policies function as an instrument of change”. He argues as follows for the need for language policies: “Without codification of a new policy, what is likely to happen is a continuation of the status quo.” He furthermore stresses the need that language policies have incentives for compliance: “Similarly, a policy that does not confer noticeable advantages for compliance and disadvantages for non-compliance is most likely to end up as a ‘paper tiger’ policy.” (Bamgbose 1999: 22).

Language policies serve as an avenue for the codification of rules of language usage, legitimising language regulations. They play a major role in providing an enabling environment for change in attitude, giving an incentive for the promotion of target language(s), and creating an awareness of expected norms and consequences of violation of the norms (Bamgbose 1999: 23).

2.3.4 Multilingual language policies

Multilingual language policies, which recognise ethnic and linguistic pluralism as resources for nation-building, are increasingly in evidence in most African countries. These policies, many of which envision implementation through bilingual intercultural education, open up new worlds of possibility for oppressed indigenous and immigrant languages and their speakers, transforming former policy discourses about homogenisation and assimilation into discourses about diversity and emancipation (Hornberger 2002: 27).

Multilingual language policies are essentially about opening up ideological and implementation space in the environment for as many languages as possible, and in particular endangered languages, to evolve and flourish rather than dwindle and disappear (Hornberger 2002: 30).

2.3.5 Primary reasons that bring about language policy

According to Ager (2002: 189), there are seven underlying principles of language policy and planning, namely identity, insecurity, ideology, image, inequality, integration, and instrumentality. In every model of language policy, the following are the underlying principles.

- Ideology which is linked to the emotion towards language policy objectives.

- Image which is linked to the desire to take action to ensure that a language policy is directed at the target market.
- Insecurity which relates to the needs of the target market with regard to using a particular language in public.
- Inequality which relates to the unequal treatment of particular languages in public.
- Integration which relates to the incorporation of certain languages in the society.
- Instrumentality which refers to the role played by the particular language in the society by being an instrument of communication.

2.4. Definitions of language planning

Bamgbose (1999: 22) defines language planning as “various measures, such as massive publicity, incentives, reshaping of attitudes and coercion through legislation that have been employed to engineer acceptance [of] or compliance with new policies”. It is an attempt to control the use, status, and structure of a language through a policy usually developed by the government of the day.

Grin (2003: 19) refers to language planning as “a set of concrete measures taken within a language policy to act on linguistic communication in a community”. Alexander (2003: 22) refers to language planning as “a discipline that seeks to provide language related solutions”.

According to Cluver (1994: 168), language planning is “an activity that is authorised by the government with the aim of altering the function of a language in society so as to solve communication problems”. According to Rubin (1984: 330), language planning is “one continuous integrated event”. It involves a deliberate change in the systems of speaking a particular language. Its process is focused on problem solving and is characterised by the formulation and evaluation of alternatives for solving language problems to find the optimal and most efficient decisions (Rubin 1984: 4). Cooper (1989: 2) defines language planning as a set of concrete measures taken within a language policy to act in the linguistic communication of a community.

2.4.1 The characteristics of language planning

The characteristics of language planning, according to Rubin (1984: 4) are the following:

- Language planning is future-oriented;
- It allows for language reformulation; and
- It considers the effect of economic variables on the plan, the cost of implementing the plan, social variables such as attitudes towards the language, political variables, including how the plan advances the interests of a particular political party, and demographic and psychological variables.

2.4.2 The roles of language planning

Language planning is regarded as a form of social planning. It is carried out for the attainment of ends such as national integration, political control, economic development, and maintenance of language mass mobilisation whereby people are encouraged to use their own languages in communication (Cooper 1989: 2). The roles of language planning are dependent on a critical evaluation of the language policy in question. One of the roles of language planning is to preserve and maintain the language heritage and identity of the country.

Neustupný (1994: 50) asserts that “any act of language planning should start with the consideration of language problems as they appear in discourse, and the planning process should not be considered complete until the removal of the problems is implemented in discourse”. He therefore bases macro-language planning on the theory of language problems, as he observes that at the theoretical level, particular interactions or discourses are recognised as the primary source of language problems (Neustupný 1994: 52). This has shifted the focus of theoretical thought concerning language planning towards the micro dimension (Ngcobo 2009: 114).

Reagan (2002: 9) regards language planning as an applied sociolinguistic activity that can function as a tool for empowerment and liberation. This scholar believes that language planning focuses on solutions to language problems, by formulating alternative goals, means, and outcomes (Reagan 2002: 9).

2.4.3 The goals of language planning

The goals of language planning, according to King (2004: 23), are

- Language revival;
- Language revitalisation;
- Language renewal;
- To reverse language shift;
- Language maintenance;
- Language spread;
- Interlingual communication/cultivation of language status;
- Lexical modernisation;
- Purification;
- Reform;
- Stylistic simplification;
- Terminology unification; and
- Language standardisation activities that accept or impose a particular language as the standard.

2.4.4 Aspects of language planning in the multilingual context of South Africa

Three aspects of language planning need to be emphasised, particularly in multilingual context of South Africa. Firstly, it should be kept in mind that “language is fundamental to all educational development”; secondly, policy decision makers should take into account that the “type of language proficiency required for effective learning is not conversational fluency, or even discrete language knowledge, but is rather a competence necessary for learning purposes” (Webb 2004: 153). Wright (2004: 176) emphasises that language planning’s role is “to create a space for the actual multilingual practices”.

Webb (2004: 167) stresses that language planning “has to avoid false categorisation and conscious or inadvertent stigmatisation of any language”, and “this may require ongoing reconceptualisation of the nature and significance of South Africa’s languages”. Language planning in modernising societies such as South Africa has to concern itself with negotiating cultural pathways, or, more properly, “thought-ways”, between two very different kinds of society, and between divergent systems of value (Wright 2004: 176).

Languages, like living species, evolve, grow, change, live, and die in relation to other languages, and also in relation to their environment (Hornberger 2002: 33). The field of language planning increasingly seeks models and metaphors that reflect a multilingual rather than a monolingual approach to language planning in South Africa (Hornberger 2002: 32).

Language planning activity in the linguistic domain is perceived as an arrangement to bring a wide range of different languages to be used in a specific environment. This involves the total language ecosystem (Kaplan & Baldauf 1997: 296). Language planning is also concerned with policy formulation and policy implementation. Governments, political leaders, and other identifiable figures design and implement top-down policies. This takes the shape of macro policy, in the form of laws, directives, and instructions, or micro policy, in the form of influence on action by state representatives such as teachers, bureaucrats, or law enforcers (Ager 2002: 189).

Language planning occurs in multilingual and multicultural settings in which planning for one language has repercussions for the other languages and ethnolinguistic groups. Decisions on which languages will be planned and the purposes ultimately reflect power relations between different groups and socio-political and economic interests (Ricento 2006: 6).

As implied by the term “planning”, language planning focuses on those making decisions or suggestions for decision makers on the uses and structure of languages. These can be state authorities, on the one hand, or scholars and intellectuals, on the other hand. Those who are to carry out the planners’ decisions are only relevant in this perspective in as much as their perceptions affect the implementation of envisaged measures, rather than as actors making their own decisions or suggestions to others (Cooper 1989: 155).

Language planning has always been conducted in order to increasingly understand and create space for the actual multilingual practices used in various formal and informal activities, particularly those with educational, interpersonal or economic implications (Ridge, 2004: 211). Language planning is an important factor of economic planning. It is a way of initiating or reinforcing changes in the patterns of development and social relations (Alexander, 2003: 22).

At the same time, scholars such as Fishman (1989: 113) argue that the planners should not only take into account the preferences of the “target audience” but also seek to persuade it on “why what is being offered is desirable, admirable, and exemplary”. This applies in the South African context whereby language planning activities cannot be divorced from its historical imperatives of the effects of the Apartheid era. Ridge (2004: 208) remarks, that language planning must take to account the individual and national identity issues along with the imperatives of internal and international communication. Language planning has to take account of the demands of transformation, both to expand democratic participation and to equip citizens and the nation for mobility (Cooper, 1989: 182).

2.4.5 Steps in language planning

Steps in language planning include fact finding, establishing goals, strategies and outcomes, implementation, and feedback on language use (Rubin 1971: 218). According to Ngcobo (2009: 115), language planning activity takes place in the following sequence: problem identification, adaptation of measures, and implementation. The identification of a language problem leads to the adoption of measures by the particular language planning institution, and these measures are implemented in individual interactions.

2.5 Levels of language planning

2.5.1 Status planning

There are three aspects related to the status of languages. This includes the status of a languages in terms of its communicative purposes,. It also includes the role of a languages as language of instruction, and and also as ethnic minority languages. All of these aspects need to be taken into account when making status planning decisions. Status planning decisions are based on community needs (Baldauf & Richard 2004: 3). Status planning involves those aspects of language planning which reflect primary, social issues and concerns on language use. (Reagan 2006: 332).

The focus of status planning is based on the nature of the needs of the community and how these needs can be identified (Baldauf & Richard 2004: 3). Status planning also entails efforts directed towards the allocation of functions of languages in a given speech community. These efforts include the officialisation, nationalisation, and standardisation of

status, proscription, revival, maintenance, spread, interlingual communication, and the internationalisation of languages.

2.5.2 Corpus planning

Corpus planning focuses on the nature of the language to be taught and learned. It is the area of activity that is most dependent on linguistic input for its methodology, but it is shaped by status planning decisions. Its output contributes in a major way to language-in-education planning, and it may contribute to, or benefit from, the prestige that a language has in the community. The process of corpus planning relates to the codification, graphisation, grammatication, lexication, elaboration, lexical development, stylistic development, and renovation of languages (Baldauf & Richard 2004: 3).

The word “corpus” pertains to structures or forms of a language (Hornberger 2006: 28). It involves those efforts related to the adequacy of the form or structure of languages. It involves the standardisation, modernisation, lexical, stylistic renovation, purification, reform, stylistic simplification, and terminology unification of the corpus (Hornberger 2006: 28). Standardisation refers to the development of a literacy norm; graphisation refers to the provision of a writing system for a language, while modernisation refers to the lexical and stylistic development of a language. Corpus planning can also be defined as those aspects of language planning which are primarily linguistic, and hence are internal to the language being planned (Reagan 2006: 332).

Corpus planning relates to the planned changes in terms of languages so that they can meet certain specified requirements, typically those of a standard language used in official domains and in the domains of higher and technical communication (Cluver 1994: 7). These changes can involve the development of the orthography, the expansion of the vocabulary, and changes to the morphology of the language.

Studies of language planning in the past focused on efforts to influence the functions of certain language varieties (first and foremost, those varieties called languages) in various social domains, on the one hand, and the structural elements of these varieties, such as the orthography, and the lexicon, on the other hand (Kulyk 2011: 72).

2.5.3 Acquisition planning

Acquisition planning constitutes the sole language planning activity in many polities, but such activities are limited in their impact by slow rates of dissemination, a limited audience, and often a lack of resources. While language-in-education planning occurs most often in schools, it implies less systematic teaching situations in the community or the workplace (Baldauf & Ingram 2003: 46).

It involves all the efforts to influence the allocation of users or the distribution of languages by means of creating and improving the opportunity or incentive to learn them. Its approaches involve the uses of languages in the society (Hornberger 2006: 28). Seven principles included in the language-in-education policy are access policy, personnel policy, curriculum policy, methodology and materials policy, resourcing policy, community policy, and evaluation policy. Four types of the inclusion of language within education planning are language maintenance, language reacquisition, foreign or second language learning, and language shift (Corson 1999: 56).

2.5.4 Prestige/image planning

Image or prestige planning would seem to be related to ethnic or civic identity, which can be real or imagined, and the promotion of a language. The term “image planning” is used to describe a method of implementing and manipulating language. Image has to do with the course of action for the activities of language planners themselves, and the communities they plan for (Baldauf & Richard 2004: 3).

2.6 Language planning initiatives

According to Chríst (2008: 90), language planning activities are carried out with the following intentions:

- To encourage and facilitate community ownership of the official languages spoken in a country;
- To increase the levels of awareness of the official languages among their speakers and non-speakers;
- To broaden the accessibility of the languages across the community as a whole;
- To increase the opportunities for the use of the official languages beyond the domains of home and school;

- To assist local employers with regard to expanding the role of official languages in workplaces;
- To assist language agencies so as to facilitate the knitting together of a holistic approach to language planning issues;
- To increase the public profile and status of the official languages; and
- To strengthen networking between the local official language-speaking communities.

2.7 The link between language policy and language planning

There is a clear intersection of language policy, language practice, and socio-economic realities, including socio-economic stratification (Alexander 2000:11). Language planning serves specific ideological and political ends (Alexander 2004: 113). Language planning documents are statements of intent to implement a particular language policy.

The terms “language policy” and “language planning” usually go hand in hand, as language policy and language planning, which are often undertaken on a large scale and usually by governments, are intended to influence, if not change, ways of speaking or literacy practices within a society (Baldauf & Richard 2004: 1). Language planning’s goal orientation is into the four activity types, namely status planning, corpus planning, language-in-education planning, and prestige planning. Awareness of such goals may be explicit, planned, covert, implicit, unplanned, and may occur at several different levels, which can either be macro, meso, or micro (Baldauf & Richard 2004: 1).

Language planning must be linked to the critical evaluation of language policy. Language policy deals with the provision of standards of rationality and effectiveness. Language planning tests the provision of these standards against their actual practice in order to promote the development of better language planning models. The combination of these two fields is described as language policy and language planning (Fettes 1997: 14).

2.8 Making language policy and language planning an effective instrument for language development

Language planning concerns not only the government and the bureaucratic machine, consisting of major and minor functionaries, but also the consumers of the language policy, who have their own preferences and are often involved in private initiatives. To this extent,

measures for making language planning a more effective instrument for the development of the African languages must be addressed to all “role players and stakeholders”. However, the overarching position of governments in Africa makes it mandatory that the first port of call in any effort at persuasion must be policy makers in government (Bamgbose 1999: 23).

The language planning activities are dependant heavily on the government and its agents to come up with language policies. Governments must be convinced of the role of the African languages in development. Policies must be such as are likely to raise the status of the indigenous African languages. Language planning must address the historical disadvantages of the African languages in terms of their limited use, their limited vocabulary expansion, and the paucity of available materials (Bamgbose 1999: 24).

Since the African languages are in different stages of development, it will be necessary to work out short-, medium- and long-term plans for groups of languages, and even for each language. For example, a target date could be set for reducing all the African languages to writing. Similarly, since corpus planning is an activity that is crucial to language development in all the African languages, corpus planners who have just started such activity could learn from the experience of those who have already been engaged in the activity for a long time (Bamgbose 1999: 24).

Implementation must be specified at the point of policy formulation (Bamgbose 1999: 24). Negative attitudes towards the African languages must be combated through awareness campaigns. For policies to succeed, they must be backed by a strong political will (Bamgbose 1999: 27-28). Language is one of the last social domains in which planning, understood as a means to achieve specific ends most efficiently, is probably felt to be restricted to certain languages (Bamgbose 1999: 27-28).

The most intimate domains of social life, such as establishing a family, are the object of planning procedures and techniques. Be that as it may, it remains true that those who wield power in any society see no reason why they should examine the mechanisms which keep them where they are, unless these mechanisms are threatened. Language policy is one of those levers of power which are virtually invisible to those who have their hand on them. It is as if the aircraft they steer is set on autopilot at all times (Alexander 2002: 114).

2.9 Language policy and language planning before 1994 in South Africa

There has always been a historical and political background to the development of language policy in South Africa. During the apartheid era, language differences were used as a tool for racial rule (Barkhuizen & Gough 1996: 454). In that era, the reality of the multilingual nature of the country was ignored. The African languages were accorded no official status. However, in the “independent homelands” (established as part of the apartheid policy of “separate development”), English rather than Afrikaans was typically used by homeland authorities as an official language (Gough 1996: 2). The African languages were starved of essential resources to such an extent that they could not be used in contexts that demonstrated real power (Ngcobo 2009: 3).

There was a gross disparity between the language policies of the black schools and those of the white schools (Barkhuizen & Gough 1996: 454). Negative uses of languages were experienced during the apartheid era, with the implementation of policies such as Bantu Education (Webb & Kembo-Sure 2000: 59). The effects of such policies were felt in the country for a long time. Some of these effects were retarded development in terms of human resources, education, the economy, and politics. In all spheres of the economy and politics, the African languages were underutilised for a long time.

Mühlhäusler (1996: 311) argues that language planning from the 1980s onwards was based on the premise that linguistic diversity is a problem. Now, however, in the 21st century, a conceptual shift is taking place towards the recognition of linguistic diversity as an asset (Hornberger 2002: 32). Language planning is a question of trying to manage the language ecology of a particular language to support it within the vast cultural, educational, historical, demographic, political and social structure in which language policy formulation occurs every day (Kaplan & Baldauf 1997: 13).

2.10 Language policy and Language planning post-1994 in South Africa

In 1994 South Africa adopted a multilingual language policy recognising 11 official languages. South Africa’s multilingual policy made the country a forerunner among African countries in issues of language development. The municipalities also came up with language policies (Kamwangamalu 1998: 131). Multilingualism was chosen over monolingualism, and the principle of equal status for South Africa’s 11 official languages

foregrounded the direction of the country's language policy as a whole (Kamwangamalu 2004: 132).

Language is not only a method of communicating. It is a system of philosophical imagery; it is metaphorical, illustrative thinking. Where a language disappears, there you also have the disappearance of a nation's structure and a nation's spirit (Taylor 1989:6). The formulations of language policies and language planning have become a norm in South Africa. This means that the importance of bilingualism in a multilingual environment can no longer be ignored. To put it plainly, ways to ease channels of communication need to be implemented by insisting that not only one language be used in public contexts for high-level functions, so that the profiles of the indigenous official languages improve and they are able to fulfil these functions successfully (Webb 2002: 103).

The basis for multilingualism in South Africa's diverse society is the development of terminology in African languages, in the fields of science, technology, commerce, and law. Multilingual society is a possibility only if there is a language policy and resources to support it (Moyo 2002: 152). All languages, particularly the African languages, must be given a real cachet in the broader social, political and economic context, and not just one language must be used in the provision of services to communities serviced by the municipalities. To do justice to our needs in considering the positions of South Africa's languages, we need to recognise that each language uniquely, and sometimes simultaneously, manifests in all spheres.

Webb (2009: 4) points out "that there has been no transformation in terms of language use". The language of official business and the language landscape is still English. Multilingualism has not yet been meaningfully promoted, and the public meaning of the African languages which includes their social, economic, educational and political value is largely unchanged. Furthermore, the language policies which have been developed are either not implemented including national, provincial and municipal policies and are either incorrectly or not implemented at all (Webb 2009: 4).

South Africa's democratic dispensation has delivered negative results in terms of language policy and planning implementation. These negative results include language domination with no delivery with regard to language equity for the indigenous official languages. Other

negative results are unequal opportunities regarding access to government services, knowledge, and information, and marginalisation of the indigenous languages (Beukes 2004:18).

2.11 The South African Languages Bill which was termed (the Use of Official Languages Bill)

In 2003, Cabinet approved the National Languages Policy Framework and Implementation Plan, which made provision for the promulgation of the South African Languages Act, which was to regulate and monitor the use of the official languages by government. A bill was presented in 2004, but was not approved, and the Department of Arts and Culture (DAC) was asked to consult further, to try to find a way to give effect to the bill through non-legislative means. Since 2004, the DAC has been exploring non-legislative measures, including consultations, specifically with a view to improving the use of the indigenous official languages in government departments (Parliamentary Monitoring Group 2011: 1).

Almost 10 years down the line, we are still awaiting the promulgation of the pivotal South African Languages Bill (changed to be the Use of official languages Bill). We are still grappling with the paralysing tension between the legitimisation of language policy and the crucial institutionalisation of such policy (Beukes 2004: 22). While the DAC has been in the process of holding consultations with structures that have promoted the use of the indigenous official languages, the matter of Lourens versus the President of the Republic of South Africa and other court applications have put to the test whether government has complied with its obligation to finalise and promulgate a National Language Act, as required by the Constitution.

The Constitution exhorts government to “take practical and positive measures to elevate the status and advance the use of the African languages” and to ensure that all 11 official languages enjoy “parity of esteem” and are treated “equitably” (Parliamentary Monitoring Group 2011: 1). Although the Court found that there was no constitutional obligation to comply with all Lourens’s demands, the Court did agree with him on some points. In particular, the Court ordered the Minister of Arts and Culture to comply with Section 6 of the Constitution within two years of the date of the court order. The DAC, in order to comply with this order, then drafted the National Languages Bill of 2010. The bill would provide for the regulation and monitoring of the use of the official languages by national

government for government purposes. It would also provide for the adoption of language policies, as well as the establishment of language units and the stipulation of their functions (Parliamentary Monitoring Group 2011: 1).

Three key principles were embodied in the bill, namely the promotion of the use of the indigenous official languages, access to information and services, and good language management by government departments. The DAC stressed that the bill sought not only to promote the use of the indigenous official languages for the sake of the languages themselves, but also to give people better access to service (Parliamentary Monitoring Group 2011: 1).

Application of the bill will be critical, as the bill will not impact on the work of the DAC alone, but on the work of every government department and entities. However, the bill should be able to allow government departments to plan more effectively and appropriately for multilingualism (Parliamentary Monitoring Group 2011: 1).

The Constitution admonishes the national government and the provincial governments to improve multilingualism in the government's provision of services. The bill is intended to act as a guideline for provinces that do not have their own language policy. The three principles of the bill pave the way for the multilingual provision of government services (Parliamentary Monitoring Group 2011: 1).

The Use of African Languages Bill has to comply with Section 6(4) of the Constitution, by stipulating the regulations, use, and monitoring of the indigenous official languages. The successful passing of this bill will open the doors for linguistic transformation in government departments, which will prove to be a positive step towards making multilingualism in South Africa a reality. This Bill would provide for the regulation and monitoring of the use of the indigenous official languages by national government for government purposes. It will apply across national and provincial departments and entities (Parliamentary Monitoring Group 2011: 1).

That language matters in South Africa have been relegated to the back seat of the transformation agenda is clear, as the Use of African Languages bill is now being forced through a court ruling to ensure that it is passed and becomes a reality to force the

government to treat all local languages equally. The Use of African Languages bill needs to answer the question of what will happen if a state department does not implement the provisions of the language law. Who will take them to court? The agencies created for the monitoring function only have a monitoring function, and do not have the power to take transgressors to court (Webb 2009: 197).

2.12 Multilingualism in local government

The promotion of multilingualism in public domains is important. Multilingualism allows access to information and opportunities, contributes to more effective training and capacity building, and promotes interaction between communities and government authorities, thereby allowing for greater participation in affairs of mutual importance (Multilingualism in Local Government Level Policy Framework 2008-2009: 10).

The use of the languages of the local communities is a form of multilingual approach, contributes towards meaningful communication between communities and local government, promotes public participation in local government, and can lead to better service delivery (Multilingualism in Local Government Level Policy Framework 2008-2009: 11).

In practice, many municipalities use the languages of local communities in their daily interaction with residents (Multilingualism in Local Government Level Policy Framework 2008-2009:11). While municipalities are obligated to establish multilingualism in their official business, they are free to develop their own approach to establishing multilingualism and their own time frames for this process. Language plays an important role in public life, such as in municipalities. It plays a role in the development of the country and its communities, it functions as a tool for control and coercion, and it plays a role in the construction of ethnic and cultural identity (Webb 2009: 196).

The Municipal Systems Act (Act 32 of 2000) is directed at providing for the core principles, mechanisms, and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, to ensure universal access to affordable essential services, and to provide for community participation. An important aspect of this act is that it makes specific reference to language, with the notion of access to information (Municipal Systems Act 32 of 2000).

Several government institutions have already developed multilingual policies. These language policies have been described as progressive. They aspire to steer South Africa towards the promotion of respect and tolerance for linguistic and cultural diversity, as well as the entrenchment of democracy. On paper South Africa's language policy shows remarkable compliance to human rights, and it inspires hope in communities that the government is concerned about their development linguistic (Kamwendo 2006: 54).

2.13 No easy walk to linguistic transformation in local government

Linguistic transformation has not been realised in post-1994 South Africa. Several explanations have been highlighted by scholars in their research. Webb (2009: 192) summarises these explanations as follows:

- The absence of an understanding by decision makers of the fundamental role of language in all domains of development;
- The existence of the myth that instituting multilingualism is necessarily very expensive;
- Language was used as a political ideological instrument for separating and marginalising communities during the apartheid era;
- Globalising political and economic market forces which have led to the dominance of English;
- Political and bureaucratic leaders' concern for personal material benefit, rather than a concern for the welfare of the people they govern; and
- Officials do not possess the capacity to manage the implementation of language policy effectively (Webb 2009: 4).

Kamwendo (2006:54), in his critical review of the first 10 years of South Africa's language planning under a democratic dispensation, mentions similar trends and setbacks to the implementability of the country's language policy. These include the lukewarm attitude of the political leadership towards language issues, the lack of political will, negative attitudes towards the African languages, the process of globalisation, and the ever-increasing demand for and use of English in government institutions (Kamwendo 2006: 55).

The challenges to the implementation of new policies need to be understood in the light of past policies and their effectiveness, or lack of effectiveness in redressing linguistic

inequalities (Barkhuizen & Gough 1996: 453). There are various constraints on policy implementation in the South African context. The success of language policy is dependent on its implementation. However, socio-political concerns guide the practical aspects of implementation of language policy. Language has different profiles and functions for different people and societies (Ridge 2004: 199).

Part of the promotion of the African languages in South Africa is the requirement that language equity and parity of esteem among the 11 official languages of the country be established as a constitutional imperative. The promotion of the African languages in South Africa is crucial for the maintenance and furtherance of the country's cultural and linguistic diversity as a positive national resource (Webb 2004: 167). The Constitution allows municipalities to take into account the language usage and preferences of their residents and then formulates appropriate policies. There is a need to rethink the new language policy with a view to adopting a more pragmatic, decentralised, and market-oriented approach to language planning (Kamwangamalu 2004: 133).

Alexander (2000:7) highlights the challenges to successful implementation of language policy as being obstacles to the realisation of multilingualism in South Africa. The unassailable position of English in South Africa is one of the main trends that are hampering the realisation of multilingualism. These challenges include the dominant position that English and Afrikaans have in the municipalities and the difficulty that African languages find themselves in of being perceived as inferior and being in competition with each other (Alexander 2000: 7).

According to Auer and Wei (2007: 4), another challenge to the implementation of South Africa's language policy and plan is that language is associated with power and financial prosperity. For this reason, English is the language that is most often used in the media by politicians and government officials, even though attempts have been made to promote multilingualism. Not sufficient platforms are provided for the use of multiple languages in the media, in government departments, and in the schools (Auer & Wei 2007: 5).

The class divide has become evident in the municipalities' implementation of language policy, and the legacy of apartheid still weighs heavily on implementation of language policies (Heugh 2002: 44). However, in the implementation of the same policies, the

obstacles to achieving the municipalities' dream of having a multilingual community are growing daily because of language attitudes by the speakers of the African languages, because they see these languages as being used in limited functions and not for all duties, particularly in the education and economic sectors (Mutasa 2000: 218).

The "escape clauses" in the language policy make matters worse, as limited use of the African languages is evident in most documents published by the municipalities (Webb 2002: 4). Alexander (1992: 143) maintains that language planning implementation in South Africa has not yet reached maturity. Bamgbose (1987: 9) regards the South African model for language planning as being "canonical", removed from the people, and heavily influenced by bureaucratic procedures.

The language question is invisible in high-profile programmes of government. Lack of funding dedicated to language related matters is another issue that hampers the successful implementation of South Africa's language policy. Unless South Africa language policy is revised and geared towards language planning targets, efforts to promote the indigenous languages will be doomed to failure, despite the country's constitutional commitment to multilingualism (Webb 2002: 4).

Spolsky (2004: 5) maintains that the real language policy of a community is more likely to be found in a community's practices. Unless management of government entities are consistent in their language practices and beliefs and in dealing with contextual forces that come into play. The policy that is codified in the Constitution and legislation is likely to have no more effect on how people speak than the activities of generations of school teachers exhorting the use of correct language (Shohamy 2006: 53).

One of the pressing challenges is that of global migration and the related issue of ensuring the well-being and dignity of individuals as they move across the globe in search of a better life. As many countries and states such as South Africa work to accommodate the presence of foreign workers and asylum seekers and other aliens within their territories, they need to come up with realistic and sensitive language policies (Wee 2010: 19).

Furthermore, government ministers and public officials have a public responsibility to signal, through their oral practice, that the languages of South Africa are valued (Ridge

2004:206). The difficulties surrounding implementation of South Africa's language policy are to be welcomed, as they force us "to consider the sociolinguistic realities which any language policy needs to take into account" (Makoni 2003: 140).

Language planning measures in South Africa require ongoing vigilance and reflection (Ridge 2004:209). The moment has arrived in South Africa's language planning process when the emphasis has to shift from policy development to deliberate and sustained language cultivation (Wright 2004: 183).

Unless language planning and implementation is a participative process involving as many elements and organs of civil society as are interested in the matter, it is bound to become oppressive. Once communication between South Africans becomes effortless, regardless of the language medium used, then only will it be possible to speak of South Africa as a nation (Alexander, 2000: 8). Successful and ethical language policy and planning is predicated on sensitivity to context in reaching its operative definitions (Ridge 2004: 211).

One of the challenges of managing the formation and implementation of South Africa's language policy in this environment is to ensure that policy development and language cultivation progress, if not in tandem, are at least in reasonable proximity to each other, across this vast sociocultural environment (Wright 2004: 184). It would be difficult for any language policy anywhere to win popular support unless the government that is promoting it is seen to abide by its own prescriptions. This has been problematic in South Africa, where actual national and provincial government practice has tended to favour English as its operational language (Wright 2004: 184).

Public perception in South Africa has been that English is the preferred language of national communication, and the television and radio broadcasts of transactions in Parliament have done little to dispel this impression. This is where we need to distinguish carefully between short-term exigencies and long-term policy implementation (Wright 2004: 184).

We cannot talk of a democratic renaissance for the previously marginalised languages until the African language movement takes off beyond the sheltered confines of deliberately planned implementation plans (Wright 2004: 189). What is lacking in all this is an overall

implementation plan in which what has been developed and what is yet to be developed are systematically mapped, with adequate information on who is working on what, so that duplication can be avoided and meaningful intervention can be made possible (Bamgbose 1999: 17).

The language strategies and policies implemented by states, communities, and individuals represent planned behaviour and reasoned action by these actors, taking account of attitudinal structure, but also of environmental conditions, likely outcome, and available means (Ager 2002: 191).

Although language policy and language planning address different outcomes for policy implementation, their underlying goals affect overall language use in one of two ways, namely through the maintenance of a language that is already in use by a population, or through shift from the use of one language to the use of another language. Both concepts are critical for language policy discussions (Marshall 2002: 237).

In the same way that we cannot control certain things in people, such as their appearance, the colour of their skin, their height, their behaviour, and their thoughts, we cannot control the language that people use. Thus, policies that attempt to ensure that everyone speaks the same language and the same language variety are no more realistic than policies that attempt to ensure that everyone is of the same height. The claim that there should be strict rules of how languages should be used cannot be substantiated; those who claim this overlook the unique and specific features of individuals and personal languages by trying to force people into narrow and closed boundaries (Shohamy 2006: 7).

It is the unique aspect of people that makes personal languages creative, fluid, dynamic, energetic, changing and fluctuating, and varied in terms of functions, places, contexts, personality, age, gender, groups, cultures, history, and individuality. The fact that language is viewed as a reflection of the uniqueness of the individual and a personal choice suggests that there cannot and should not be one correct language that is used (Shohamy 2006: 7).

It is through a language that group memberships are determined, which leads to categorisation of people. In colonial policies, languages were used as markers to measure, describe, and classify people, much like names were used to classify places, territories, and

cultures. The notion of language and ethnicity were incorporated into the modern democratic era, with its hierarchies, fixed languages that were accepted as the languages of communication such as English and Afrikaans of the Apartheid era (Shohamy 2006: 10).

Language policy implementation should be understood beyond policy to the means used to influence such language policies. Unless the government is consistent in their language practices and beliefs, and in dealing with contextual forces that come into play, the language policy that is codified in the Constitution and legislation is likely to have little effect on how people speak (Shohamy 2006: 53).

While language policies are concerned with the state and with political decisions, language policy and language planning decisions must also be made at community level. Such initiatives are referred to as grassroots language policies. Non-governmental organisations and various institutions can be important actors in language planning and can play a vital role in the initiation and implementation of language policies (Liddicoat & Baldauf 2008: 56).

Theorists propose that language policy consists of three components, namely language management, language practices, and the language ideologies of members of a speech community (Lo Bianco 2005: 16). Furthermore, no research to date has attempted to investigate the challenges affecting the successful implementation of language policy and planning (Fitzsimmons 2008: 1). 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 commitment to its own policy, namely 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 (Beukes 2004: 4).

Language policy and planning, after all, is contextually determined, and its implementation should therefore be evaluated by taking into account relevant social, cultural and economic interests (Pennycook 2000: 51). The field of language policy and planning has been researched, but there are gaps in the assessment of the issues affecting the successful implementation of such policies.

The main aim of this work is to highlight the challenges to language policy and language planning implementation and to seek possible solutions for them. South Africa's language policy is well known and is seen as a progressive expression of the country's state of pluralism. The question which this contribution wishes to address is what is affecting the successful implementation of this policy. To deal with this question, a brief overview of the development of South Africa's language policy in the following chapter will be provided.

The African languages must not be promoted by the government only on paper and in policy, but need to be used practically in government offices and in government communication with communities. In the case of linguistic transformation, an important strategy is that the link between language promotion and the achievement of personal and community aims and ideals needs to be emphasised, as well as the link between language, economic development, and empowerment. According to Webb (2006: 5), "it is critical that adequate legislative measures be taken to ensure a multilingual approach at all levels in public and private institutions within and outside the communities themselves".

The African languages will only be meaningfully used at local government level if actions directed at their promotion and development have the involvement of their communities and are driven by community leaders and organisations. A language policy is an instrument with which government can ensure more effective service delivery and can promote the participation of citizens in government matters.

The aim of language policies is to ensure that language is not an obstacle in local government. If an effective language policy is developed for local governments, and if this policy is implemented in the right way, the lives of local communities and their members should be improved. A language policy is not an issue that is developed in an ad hoc or arbitrary way. It is the product of a series of decisions that are based on principles, are guided by specific frames of reference, take note of the relevant language realities, and follow a very clear developmental process (Multilingualism in Local Government Level Policy Framework 2008-2009: 5).

The major question is whether the policy of linguistic pluralism is sustainable. South Africa's language policy and the Constitution articulate a strong position on multilingualism. Multilingualism and multiculturalism are assets in the South African

context. However, language practice is at odds with all language policy decisions. Since 1994, the priority of the South African government has been the reconstruction of the apartheid state into a democratic state. Government has devoted most of its time to the passing of new laws and the creation of government structures, to ensure that the state administration is more representative of the population. It has had little time to focus on the implementation of new policies that have been formulated (Webb 2009: 201).

Kembo-Sure & Ogechi (2009: 4) asserts that the success of a multilingual policy depends on the involvement of the private sector and individual citizens. Government must make the policy attractive and beneficial to the private sector. Language must be reviewed as an industry on its own, and private investors must be encouraged to invest in it (Kembo-Sure & Ogechi 2009: 55-67).

Government owes it to its citizens to ensure that there is a conducive political and economic environment in which individuals can go about their business without any interference or discrimination. It is also government's duty to provide social services such as education and to ensure the protection of group cultural rights, as well as individuals' human rights, including language rights. In South Africa, the African languages are struggling for optimum space in the language power game (Kembo-Sure & Ogechi 2009: 55).

South Africa is multilingual, which forces the country to be administered multilingually. However, the government has allowed the discursive practice of English only to develop in the state, as well as in the parastatals (Webb 2009: 201). Despite the Constitution and policies and public announcements by the government in support of multilingualism and linguistic diversity, the language used in public contexts and politics and administration is English.

Official reports, announcements, press releases, forms, and all official publications and nationally important documents are mainly in English. State advertisements, public signs, and car registration plates are all in English. Existing measures for implementing language policy are not effective. South Africa's language policy contains qualifying clauses, which, if implemented, will conflict with the principles espoused in the Constitution, making it

impossible for state institutions to avoid adopting and implementing pluralistic language policies (Webb 2009: 201).

It is necessary that strong language policy implementation be available in the same degree that economic policies are being implemented. The South African Languages Bill proposes a plan of implementation listing specific objectives, the activities required to achieve them, indicators of successful performance, the parties responsible, a time frame for selected core activities, such as the establishment of language units, the development of a code of conduct, and the establishment of language audits (Webb 2009: 199).

Research conducted by the Department of Arts and Culture in 2001 in selected government departments found that the cost of implementing functional multilingualism is sustainable, and that it can be accommodated with minor adjustments to planned budgets and will require a budget increase of less than 1%. Implementing the multilingual use of six languages will result in slightly higher costs, but will not exceed a budget increase of 2% (Department of Arts and Culture 2001: 24).

Pennycook (2002: 16) points out that language policy implementation should not be evaluated on the basis of laws, regulations, policing, or dominant ideologies, but on the basis of an analysis of discourses, education practices, and language use, and on the basis of the strategies of governance that are being used.

2.14 A comparison of various language policy and planning perspectives

Many scholars have conducted research into language policy and planning. There is commonality in how these scholars view the topic of language policy and planning. Here a comparison of the different views of the authors that have been mentioned above will be given. Most of these scholars agree that South Africa has a multilingual character, and that this multilingual character should be treated as a resource, rather than as a problem. Scholars also agree that a language plays a major role in education development, economic performance, political development, and the reconstruction and development of a nation.

Ridge (2004: 211), Grin (2003: 30), Schmidt (2006:97), Ricento (2006: 11) and Liddicoat & Baldauf (2008:60) agree that a language policy is grounded in a linguistic environment. These authors all maintain that language policies are interested in addressing the social

problems which involve language to one degree or another, and in proposing realistic remedies. They agree that a language policy is an official document which highlights principles with regard to language use within a specific community.

Alexander (2000: 5), Tollefson (1991: 207) and Wallace & Wray (2002: 80) share the view that a language policy functions as a form of disciplinary power and creates a legal framework for all languages to be used in a society. They agree that the role of a language policy is to facilitate linguistic transformation, and that the objectives of a language policy concern language use in the spheres of politics, education, society, and the economy.

Wallace & Wray (2002: 80), Karyolemou (2002: 213), Desai (2001: 323) and Mohanty (2002:54) emphasise the goals and objectives of language policies. They each hold similar views that the main objectives of language policies have to do with the political, economic, social and religious considerations of the citizens of a country. They agree that the main objective is to allow linguistic freedom and choice.

Shohamy (2006: 52) and Bamgbose (1999: 27) identify the same components of language policies. These components are language beliefs, language practice, and language management. These authors hold that language policies are preceded by a plan of action which highlights how to spread and develop language beliefs and practices through the proper implementation of language policies and language planning.

With regard to language planning, Bamgbose (1999: 22), Grin (2003: 19), Alexander (2003: 22), Cluver (1994: 31) and Rubin (1984: 4) offer similar definitions of this concept. The above authors all maintain that language planning entails the decision-making process and suggestions on the processes to be followed in ensuring that language policies are implemented. They all agree that language planning is a continuous, progressive event that paves the way for language use in a specific nation.

Ricento (2006: 6), Cooper (1989: 155), Ridge (2004: 211), Alexander (2003: 22) and Fishman (1983:113) discovered that language planning in multilingual settings is bound to take into consideration the demands of diverse languages and must cater for different language groups. They believe that language planning in multilingual settings has to create

a good space for the use of the different languages in every sphere of government and in South Africa.

Cooper (1989: 2), Neustupný (1994: 50), Ngcobo (2009: 114) and Reagan (2002: 9) identify the roles of language planning, which include national integration, the creation of political direction, the maintenance of cultural heritage, the preservation of languages, the solving of language usage challenges, economic development, and mass mobilisation.

King (2004: 23) explains the goals of language planning, which include language maintenance, language spread, and language revitalisation. Webb (2004: 153) and Alexander (2003: 22) explain the aspects of language planning in terms of South Africa's multilingual context. These scholars draw attention to the characteristics that are evident in multilingual settings such as South Africa which play a major role in language planning decisions. Ricento (2006: 6) emphasises that language planning measures occur in multicultural settings.

Ngcobo (2009: 115) draws attention to the steps involved in the language planning process, while Baldauf and Richard (2004: 3), Reagan (2006: 332) and Hornberger (2006: 28) describe the different levels of language planning, namely status planning, corpus planning, acquisition planning, and prestige planning. They explain what each level entails in the planning process.

Chríst (2008:90) highlights the language planning initiatives that have been visible. These initiatives were undertaken to offer practical help to families whose languages were previously disadvantaged. The main point made by this author is that language planning initiatives were undertaken to increase the accessibility of certain languages across the community as a whole.

Alexander (2000: 11), Baldauf & Richard (2004: 1) and Fettes (1997: 14) point out the link between language policy and language planning. These authors claim that these terms go hand in hand. They draw attention to the fact that a language policy is a statement of intent with a provision of standards, and that language planning ascertains the language policy ideas against actual practice (Fettes 1997: 14).

According to Bamgbose (1999: 23), Alexander (2002: 114), and Hornberger (2002: 36), language policy and planning is an effective instrument for language development. The reason for this is that it assists the government and the country to come up with an acceptable developmental language arrangement. As an effective instrument, language policy and planning also helps to create a conducive climate for language use, thereby helping to combat linguistic discrimination.

Barkhuizen & Gough (1996: 454) argue that language development and language policy in South Africa will always be tied to the country's historical background. In the past, before the democratic era, negative uses of languages were experienced, and these effects remained with the country for a long time. Mühlhäusler (1996: 311), Hornberger (2002: 32), Kulyk (2011: 72), Kloss (1999: 79), Fishman (1996: 32), Tauli (1974: 60) and Cluver (1993: 31) stress that in the past, from the 1980s onwards, language planning activities in South Africa were based on the premise that linguistic diversity is a problem. These scholars explain that the focus of language planning activities shifted in the 1990s to the realisation that linguistic diversity is an asset, and that new actions should be taken to manage this diversity.

The new democratic South Africa chose a multilingual approach, so that citizens could be freed from all forms of linguistic discrimination, domination and division, and to enable them to exercise appropriate language choices for their own well-being, as well as for the development of the nation (Pan South African Language Board Act 1995). Moyo (2002: 152) believes that multilingual policies were formulated for South Africa so that an environment could be created where all of the official languages play a major role in community development and participation. Webb (2002:103) maintains that these multilingual policies were created to ease the channels of communication with the community by the government of South Africa.

Many scholars, such as Webb (2009); Kamwendo (2006); Kamwangamalu (2003); Alexander (2000); Mutasa (2000); and Auer & Wei (2007), believe that in the South African context, linguistic transformation has not yet reached maturity. These scholars believe that implementation of South Africa's language policy and language planning has not yet succeeded. The implementation of South Africa's language policy is still to this day confronted by many challenges (Alexander 2000: 7). This is evident in the court order

issued against the government to force the Department of Arts and Culture to comply with Section 6 of the Constitution, which obligates national government to regulate and monitor the use of the official languages.

Multilingualism in public domains, particularly in local government, which is an extension of national government, is important, as it enables communities to access information and opportunities, thereby allowing for greater participation in public life (Multilingualism in Local Government Level Policy Framework 2008-2009: 10). Language policy and planning are effective tools for allowing access to information for citizens in the languages that they understand best (Marshall 2002: 237).

The principle of pluralism refers to the acceptance of diversity and the recognition that South Africa as a nation is made up of people with different cultural traditions, different religions, and different languages, and that these differences need to be recognised and respected. Hence, any language policy in South Africa must somehow give expression to the multilingual character of the country (Department of Provincial and Local Government 2007).

2.15 Conclusion

In this chapter, the theoretical paradigm of language policy and planning and the different aspects applying to it are discussed. The importance of language policy and planning in government sectors is highlighted. The multilingual nature of South Africa, particularly in the context of local governments, is also emphasised. The challenges experienced since the institution of language policies and planning are discussed.

Language policy is explained as being an important role player in all domains of development (Webb 2008: 4). It is seen as an instrument used by the state to manage and control how diverse languages are used and applied in the state's communication to its citizens. Language planning is explained as being an instrument for finding solutions to language challenges, by formulating alternative goals, means and outcomes to implement the language policy in question.

It is clear from the discussion in this chapter that language policy and planning in terms of the multilingual nature of South Africa must be linked to the vision that the government has

created for itself in terms of the language legislation embodied in the Constitution and other legal documents (Alexander 2003: 7). It is, however, clear from this chapter that it has not been an easy road to linguistic transformation especially, in local government in the South African context.

Implementation of South Africa's language policy has been seen as a major hurdle. The main languages which are casualties in this challenge are the African languages. These were previously marginalized languages, and historical baggage is still impeding their productive and full use in local government. Local government is seen as an extension of national government, and the use of previously marginalized languages is usually high in these areas. Thus, successful implementation of the country's language policy in this sphere is important.

As stated in this chapter, language policy and planning are important to ensure that the linguistic resources of the country are used and maintained, to ensure that citizens understand government services and receive them. As stated, local government has a significant role to play in implementing language policies and language planning. The chapters that follow will provide case studies of how South Africa's language policy is being interpreted and implemented at Tshwane Metropolitan Municipality, and the challenges that are affecting its successful implementation.

CHAPTER 3

LANGUAGE POLICY MATTERS IN SOUTH AFRICA

3.1 Introduction

This chapter focuses on several existing pieces of legislation and national policies that have had an impact on language policy and planning in South Africa's local government, particularly in the municipalities. Each of these policies will be dealt with individually and contextually to highlight the clauses that are important in the implementation of such policies in the municipalities. This chapter will also look at the language policies, clauses and language practices that are used in the Gauteng Provincial Government, particularly in the City of Tshwane Metropolitan municipality that falls into the jurisdiction of the Gauteng Local government.

The new plan of municipalities under the democratic South Africa was to put in place as a formal structure for government to be accessible to local communities to enable them to participate fully in the development of their country in the languages they understand best. A language plays a major role in service delivery and in getting residents involved in municipal government (Municipal Systems Act 32 of 2000).

The main focus of this chapter will be on how the City of Tshwane Metropolitan Municipality as part of this new democratic plan has responded to the call from various policy documents, such as the National Language Policy Framework, the Constitution of the Republic of South Africa, the Gauteng Language Policy Framework, and the Municipal Systems Act of 2000 to formulate, adopt, and implement its specific languages policies. According to these policy documents, such language policies would then guide language practices in the municipality. The focus will specifically be on how this municipality uses provisions in its language policies to enable the indigenous African languages to be used as communication media in the provision of services. The focus will be on those provisions that are relevant to this study.

3.2 Language policy and planning in South Africa from 1948 to 1994

This is a basic review of the development of language policies in the past in South Africa. The historical perspectives will assist in understanding the important constitutional obligations and language policy directives that have been initiated in the democratic era to ensure that multilingualism becomes a reality in the municipalities. Municipalities are the

local extension of government's service delivery mechanisms to the communities. The historical aspects that will be highlighted in this research will be those that are relevant to this study.

After winning the 1948 elections in South Africa, the National Party argued that South Africa did not comprise a single nation, but was rather made up of four distinct racial groups: white, black, Coloured, and Indian. To the National Party, race and colour was the distinctive feature by which South Africa's population could be categorised. These groups were split further into different racial groups. The white people incorporated the English and Afrikaans language groups; the black population was divided into different groups (Standard Encyclopaedia of Southern Africa 1995: 605).

The policy of apartheid, which means separatism, or "aparthood", became the law of the land after the general elections of 1948. This policy made provision for the geographical division of South Africa's people according to racial, ethnic and group affiliation. It also exploited tribal differences, and a system of homelands for the country's black population was imposed. The government of the day segregated education, medical care, and other public services and provided black people with inferior services. The country's communities were systematically separated according to their languages, which gave rise to factional conflicts (Mda 1997: 368).

The state passed laws and policies which paved the way for "apartheid", which was centred on separating races on a large scale, by compelling people to live in separate places defined by race, colour, and language. The new policy of apartheid classified inhabitants in South Africa as different, and classified them according to tribes. This created the so-called blacks-only "townships" or "locations", which were deliberately built close to large cities in former "white" areas, so as to provide cheap "black" labour to these "white" cities. Blacks were relocated to their own towns in so-called homelands (Standard Encyclopaedia of Southern Africa 1995: 605).

Under the homeland system, the South African government divided South Africa into a number of separate states, each of which was supposed to develop into a separate nation-state for a different ethnic group. Ten homelands were allocated to different black ethnic groups: Lebowa was allocated to speakers of Northern Sotho, QwaQwa to Basotho

speakers, Bophuthatswana to Setswana speakers, KwaZulu-Natal to isiZulu speakers, KaNgwane to siSwati speakers, Transkei and Ciskei to isiXhosa groups, Gazankulu to the Xitsonga group, Venda to the Vhavenda, and KwaNdebele to isiNdebele speakers (www.sahistory.org.za).

South Africa during that time consisted of four provinces, namely the Transvaal, the Orange Free State, Natal, and the Cape Province, which were separate from the homelands. Pretoria, which is the focus of this study, was in the Transvaal, and was the administrative capital of South Africa, with Cape Town being the legislative capital. The Group Areas Act, which was passed in the 1950s, assigned racial groups to different residential and business sections in urban areas under the system of apartheid. This entailed that the majority of the black population resided in these areas. Thus, the indigenous African languages were prevalent in these areas (www.sahistory.org.za).

Under the Reservation of Separate Amenities Act of 1953, municipal amenities were reserved for a particular race. This led to the creation of, among other things, of separate beaches, buses, hospitals, schools, and universities. Signboards stipulating “Whites only” applied to public areas, including park benches. Black people were provided with services that were greatly inferior to those for whites, and, to a lesser extent, to those for Indian and Coloured people. The system of municipal government in the Transvaal was such that it was conducive to a specific race (the whites), and did not cater for other races (www.sahistory.org.za).

The Transvaal was the second-largest of the four provinces. It had one the largest populations. The cities and towns in the province were administered by city councils, town councils, village councils, under the guidance of the provincial administration through the Department of Local Government. The Department of Local Government was advised by two statutory bodies, namely the Townships Board and the Local Government Advisory Board. The relatively populated areas outside the municipalities were controlled by the Transvaal Board for the Development of Peri-Urban Areas, which had the same functions as the village council (Standard Encyclopaedia of South Africa 1995: 603).

The Transvaal Board for the Development of Peri-Urban Areas was in charge of regions in the Transvaal. These urban areas were growing at a fast rate and created a new pattern of

urbanisation, as more people were moving closer to the cities to seek employment. However, in the administration of these areas English and Afrikaans remained the languages used most, because they had historically acquired status through divisive policies. Afrikaans was thus strategically developed by the Apartheid government through the deliberate use of the state resources in order to ensure that its social role among the white community covers the entire range of functions (Prah 2006: 10).

The Bantu Authorities Act of 1951 created separate government structures for black and white citizens and was the first piece of legislation established to support the government's plan of separate development in the Bantustans. The Promotion of Black Self-Government Act of 1959 entrenched the National Party's policy of nominally independent "homelands" for black people. So-called "self-governing Bantu units" were proposed, which would have devolved administrative powers, with the promise of later autonomy and self-government (South Africa History Online: 2012).

Education was segregated by means of the 1953 Bantu Education Act, which crafted a separate system of education for African students and was designed to prepare black people for lives as a labouring class. In 1959 separate universities were created for black, Coloured and Indian people. Existing universities were not permitted to enrol new black students. The Afrikaans Medium Decree of 1974 required the use of Afrikaans and English on an equal basis in high schools outside the homelands (South Africa History Online: 2012).

These policies had a divisive effect on the communities of South Africa. They gave rise to attitudinal problems in relation to other languages. Certain languages were hence seen as more important and useful than other languages. The indigenous African languages were approached as though they had no significance. Their value was underestimated and they were treated as not having economic or cultural merit. Apartheid language policies, together with political and socio-economic policies of the apartheid government, gave rise to a divisive order of languages. These inequalities were evident in the racial and class divisions that were apparent in South African society. These language practices endangered the status of the indigenous African languages, including languages for the deaf and the blind, reinforcing negative stereotypes about these languages (National Language Policy Framework 2002: 7).

The strategy of the apartheid language policies was to minimally use the African languages. For this reason, Prah (2006: 10) maintains that the African languages were taught not to provide the African masses with a literary base for cultural development, but rather to keep them apart from each other and the rest of South African society, while maintaining strict control over the type of literature they were taught.

The Black Homeland Citizenship Act of 1970 marked a new phase in the Bantustan strategy. It changed the status of black people living in South Africa so that they were no longer citizens of South Africa, but became citizens of one of the 10 autonomous territories. The aim was to ensure a demographic majority of white people within South Africa by having all 10 Bantustans achieve full independence (South Africa History Online: 2012).

Separate use of the indigenous African languages in the Transvaal and surrounding areas were restricted to informal usage only in the black townships, where the majority of black people resided. Prah (2006: 10) asserts that Africans in South Africa as a whole were treated as foreigners, even though Africans constituted a clear majority of the population. Afrikaans and some of the indigenous African languages were used as the major language of instruction in township schools.

The National Party's efforts to ensure that Afrikaans achieved cultural and linguistic supremacy continued uninterrupted until 1976, when African schoolchildren in Soweto rejected and revolted against the use of Afrikaans as medium of instruction in schools (Prah 2006: 9). This protest against Afrikaans as language of instruction under apartheid marked the beginning of language changes in the country.

This came about as a result of the fact that Africans came to realise that teaching through the African languages in terms of the Bantu Education Act was part of the apartheid strategy of keeping Africans as "hewers of wood and drawers of water". Bantu education Act entailed the enforcement of the racially separated educational facilities and a separate and unequal system of black education rather than a single schooling system for all South Africans. It denied black people access to the same educational opportunities and resources enjoyed by white South Africans (Prah 2006: 9).

Bantu education denigrated black people's history, culture, and identity. It promoted myths and racial stereotypes in its curricula and textbooks. This was apparent, according to Prah (2006: 10), as African schoolchildren and their parents developed the impression that English was the language of advancement, and they therefore rejected Afrikaans because it had acquired negative associations as a result of the fact that the language was forced on them through the passing of the Afrikaans Medium Decree. This disapproval was done in favour of English as a better alternative with better prospects vocationally and economically and not the indigenous languages (Prah 2006: 10).

The black population was kept away from specified areas, and the Apartheid policy exacerbated racial segregation, which forced the black population to be culturally alienated. Cultural visibility whereby people could freely speak and exercise their cultural rights, according to Prah (2006: 9), was tolerated in the homelands, as it was only in these places that the indigenous African languages were spoken. While English and Afrikaans were regarded as proper languages with a higher status, the African languages were viewed as a lesser mode of communication, and hence were marginalised. Mda (2002: 177) draws attention to the fact that the African languages did not enjoy equal status with English and Afrikaans.

Protests began at one school in Soweto and over a period of months spilled over to other schools throughout the country, with the support of teachers, parents, and learners (Marjorie 2010). Black learners objected to this Afrikaans Medium Decree from the start. They saw the “divide-and-conquer” motive behind this plan. Second, they wanted to learn English as a language of wider communication. Learners marched in the streets of Soweto against the use of Afrikaans as the only medium of instruction. At one point, police opened fire on a group of learners, starting a chain of violence in Soweto that lasted some months and left many students, most of them in their teens, killed by police bullets.

The revolt affected almost every city and village in South Africa that year, including Pretoria, becoming more than just a language issue. Strikes closed businesses and industries, and the government-instituted Bantu Council was forced to resign (Marjorie 2010). The problem with the Bantu language policy, according to Alexander (2003: 13), was that an inferior and humiliating curriculum was being mediated through the indigenous

languages of the people, which constituted an enormous dilemma for those whose first language was an indigenous African language.

The Soweto uprising of June 1976 changed language domain in South Africa. This change began in the process of what Alexander has termed “language planning from below” (Alexander 2000:4). The entire language set-up in South Africa had to be reviewed, because of the pressure that was mounting against apartheid and divisive white supremacist policies.

After the student uprising in 1976, the apartheid authorities were compelled to scrap the English and Afrikaans-only approach in education. For all practical purposes, Afrikaans-medium instruction disappeared from virtually all schools for black children, even though these schools were still compelled to offer Afrikaans as a subject at matriculation level, since it was one of the two official languages of the apartheid republic (Alexander 2003: 14).

The opposition that arose in 1976 took the form of opposing Afrikaans in favour of English as a language of teaching. This was because Afrikaans was seen as “the language of the oppressor” while English was seen as “the language of liberation” (Academy of Achievement: 2010). Alexander (1997: 83) points out that starting from that time, English cultural traits acquired more economic and social value, while the indigenous African languages and their cultural traits became devalued in the country. Many black people, according to Alexander (2000: 54), believed that they had to learn English to overcome their deficit. English became the predominant language in the classroom. This resulted in a decline in the literacy of black people in their own languages.

This also brought about the scenario where most African people started to attach little value to their mother tongue and believed it to be deficient or impoverished in a way that made it unsuitable for use in modern society. The situation also helped to promote the prestige that English enjoyed among the new black elite and the recent tendency among major institutions to adopt, ostensibly for economic reasons, an English-only policy (Broeder et al 2002: 17).

Mda (2002: 184) indicates that African students chose English, because they did not want their languages to be dominated by Afrikaans. English was regarded as a neutral language that could compete with Afrikaans. The indigenous African languages were thus taught as subjects and not used as languages of learning across the curriculum, and did not become adequately developed to have as many functions as English and Afrikaans. Many African-language speakers regarded English as offering greater socio-economic and educational opportunities and as potentially unifying a linguistically diverse nation (Mda 2002: 185).

In the past, the indigenous African languages were marginalised by the apartheid government's hegemonic policies (Prah 2006: 15). In the historical context of South Africa's language policy and planning in the apartheid era before 1994, there are two significant points to emphasise. These are, firstly, the impact of Afrikaans, and, secondly, the impact which the policy of apartheid had on the black African language-speaking population in South Africa. Apartheid was one of the most explicit and self-conscious modern strategies of social engineering (Alexander 2003: 13).

3.3 Language policy and planning in South Africa post-1994

Apartheid language policy had intentionally promoted and entrenched old social divisions. The language policy of the new South Africa is clearly geared towards the strategy of reconciliation and nation building, so as to undo the negative effects of past policies. In 1996, the South African government adopted a progressive constitution, giving official status to 11 languages, nine of which are indigenous African languages (Casale & Posel 2011: 1).

In the past, the overwhelming majority of South Africa's population was culturally deprived and linguistically silent. Prah (2006: 19) emphasises this point by stating that most black South Africans in the past were culturally dominated. The cultural and linguistic oppression of Africans in South Africa has affected Africans more profoundly than any other group in the country, and has been likened to an economic structure of subordination. Multilingualism needs to be cultivated in order to include all the South African languages.

The post-apartheid years saw the dismantling of the administration and language policies of apartheid and the adoption of a new language policy (Prah 2006: 11). All the 11 official languages are now being regarded as assets, rather than as problems (Alexander 2003: 15).

The extraordinary circumstances surrounding the political negotiations that led to a sharing of power after the country's first democratic elections of 1994 created the opportunity for language democratisation to take root in a manner which has never before been possible in South Africa. Many of the proposals for a new language policy were accepted at an official level, and an encouraging, optimistic environment seemed in the early years of the new Government of National Unity to promise a vibrant future for language development and multilingualism (Heugh 2002: 449).

The new South Africa's government way of correcting the injustices of the past was to ensure the African character of South Africa was fully and democratically represented in the economic, cultural, linguistic, political and social life of the people (Prah 2006: 22). In 1994 South Africa liberated itself from apartheid and adopted a multilingual language policy, giving official recognition to 11 languages: isiZulu, isiXhosa, Afrikaans, Sepedi, English, Setswana, Sesotho, Xitsonga, siSwati, Tshivenda, and isiNdebele (Kamwangamalu 2004: 131).

The officialisation of the indigenous African languages helped to instil a growing self-awareness in black people to respect their languages and cultures. In the post-apartheid era, the African languages have been afforded constitutional and political rights (Broeder et al 2007: 70). They have been declared official languages. The term "official language" entails a certain obligation that a particular language has to fulfil. This means the official languages have a certain obligation to fulfil in the country in terms of their communicative purposes.

Cooper (1989: 100) distinguishes between three types of official languages. These are statutory, working, and symbolic official languages. A statutory official language is a language that a government has specified as official or declared as appropriate by law. A working official language is a language that is used by a government for its daily activities, while a symbolic official language is a language which a government uses as a medium for symbolic purposes.

The utilisation of the indigenous languages as official languages was deemed to be of utmost importance to foster and promote national unity. The government needed to seriously consider broad acceptance of linguistic diversity, social justice, the principle of equal access to public services and programmes, and respect for language rights (National Language Policy Framework 2002: 5).

The Constitution of the Republic of South Africa redefined the status of the indigenous African languages. It, however, gave recognition to the languages that are spoken by the majority of South Africans. It also provided for the promotion of multilingualism, the provision of interpreting and translation services in government departments, the equal treatment of all the languages spoken in South Africa, the development and modernisation of the indigenous African languages, and the officialisation of the 11 official languages spoken in the country (Alexander 2000: 5).

A striking characteristic of the policy of multilingualism adopted by the South African government was the fact that several indigenous languages were spoken across provincial borders and were shared by speech communities from different provinces. There was also a strong awareness of the need to intensify efforts to develop the previously marginalised indigenous languages and to promote multilingualism if South Africans were to be liberated from undue reliance on the utilisation of non-indigenous languages as the dominant, official languages of the state (National Language Policy Framework 2002: 5).

The democratic principle of multilingualism emphasised that the official languages of South Africa must be respected, tolerated, and practised by the government (National Language Policy Framework 2002: 5). The democratic language policy formed a critical component of the consolidation and expansion of the democratic society that South Africa was committed to. The South African government put in place new policies to ensure that the new government's strategy of building a non-racial nation is put into practice (Language in Education Policy 1997).

Diverse policies were initiated in order to redress past injustices and to promote, develop, and elevate the status of the indigenous African languages by using them in the domains, such as education, the media, and government administration (De Klerk 2002:30). These

policies were also put in place to erase historical inequalities when it comes to language use and spread. These policies are the Constitution of the Republic of South Africa, The Bill of Rights, the National Language Policy Framework, and the proposed Languages Bill.

3.4 The Constitution of the Republic of South Africa (1996) on language implementation by government sectors

Burton (2007: 1) describes the Constitution as the supreme law used by the government to lay down the regulations of how the country must conduct its business in every sphere. It is the fundamental law, written or unwritten, that establishes the character of a government by defining the basic principles to which a society must conform. It describes and prescribes the functions of different government departments by regulating and stipulating the extent and manner of the exercise of its sovereign powers.

The Constitution contains the principles upon which the government is founded. Afrikaans, English, isiNdebele, isiXhosa, isiZulu, Sepedi, Sesotho, Setswana, siSwati, Tshivenda, and Xitsonga are considered by the Constitution of the Republic of South Africa as the official South African languages at national level. The Constitution of the Republic of South Africa maintains that conditions must be created for the development of these languages and for the promotion of their equal use and enjoyment (Constitution of the Republic of South Africa, Act 108 of 1996).

There are several clauses in the Constitution of the Republic of South Africa that refer to language. Furthermore, as is relevant to this study, there are also stipulations that pertain to municipal language policy development and implementation. These clauses gave recognition to 11 languages as national official languages to be used for all official business. The Constitution also underscores the commitment by the government of South Africa to promote the indigenous African languages.

The need for all official languages to have parity of esteem and receive equitable treatment is another part in the Constitution that is clear. This entails the need to take the language preferences, use and proficiency of residents into account when the government interacts with communities (Multilingualism in Local Government Level Policy Framework 2008-2011: 26).

In addition, Section 155(4) and (6) of the Constitution of the Republic of South Africa emphasise the need to provide municipal services in an equitable and sustainable manner. Section 6 of the Constitution provides the principal legal framework for multilingualism and protects the development of the official languages, their promotion, and respect for these languages, and calls for tolerance for South Africa's linguistic diversity (Constitution of the Republic of South Africa, Act 108 of 1996).

The Constitution emphasises that all official languages must "enjoy parity of esteem" and be treated equitably, thereby enhancing the status and use of the indigenous languages, with government taking "legislative and other measures" to regulate and monitor the use of disadvantaged indigenous languages (National Language Policy Framework 2002: 7). The Constitution also mandates change to the language situation throughout the country, giving social and political recognition to the previously disadvantaged language groups on the basis of the expressed needs of communities and interest groups. Section 6(3) and (4) of the Constitution of the Republic of South Africa directs the national and provincial governments to use at least two of the official languages for official purposes.

Other relevant provisions pertaining to language matters are made elsewhere in the Constitution. Section 9(3) protects against unfair discrimination on the grounds of language. Sections 30 and 31(1) refer to people's rights in terms of cultural, religious and linguistic participation and enjoyment. Section 35(3) and (4) refers to the language rights of arrested, detained and accused persons, with particular emphasis on the right to fair trial, with proceedings conducted in or interpreted into the language of the individual's choice (National Language Policy Framework 2002: 8).

Various sections of the Constitution emphasise the promotion of multilingualism at municipal level. One of these is Section 6(3)(b) of the Constitution, which states that municipalities must take into account the language usage and preferences of their residents. Section 152 fosters the involvement of communities and other community structures in matters of local government. The language clauses of the Constitution are furthermore supported by the Bill of Rights, which recognises language as a basic human right. In line with the liberal, rights-based paradigm of South Africa's new Constitution, the following provisions are provided.

3.5 The Bill of Rights in the Constitution

South Africa's Bill of Rights of 1996 declares that "Everyone has the right to use the language and to participate in the cultural life of their choice, but no one exercising these rights may do so in a manner inconsistent with any provision of the Bill of Rights". In addition, it stresses that persons belonging to a cultural, religious or linguistic community may not be denied the right, together with other members of that community, to enjoy their culture, practise their religion, and use their language, and to form, join, and maintain cultural, religious and linguistic associations and other organs of civil society.

The Bill further states that these rights may not be exercised in a manner that is inconsistent with any provision of the Bill of Rights (Bill of Rights 1994). The Bill declares that everyone has the right to use the language and to participate in the cultural life of their choice (Section 30 of the Bill of Rights). The Bill promotes the use of one's language without discrimination. It is an important part of the Constitution that advocates the right for communities to exercise their linguistic rights without prejudice.

Several sections of the Bill of Rights (Chapter 2 of the Constitution) refer to language. These include:

- The equality of all persons, and that the State may not discriminate unfairly against citizens on the basis of language (Section 9(3));
- The right of everyone to receive education in the official language of his or her choice (Section 29(2));
- The right to use the language of one's choice (Section 30);
- The right of persons to use their language to form, join, and maintain linguistic associations (Section 31(1); and
- The right of an accused person to be tried in a language that the accused person understands or, if that is not practicable, to have the proceedings interpreted into that language, as well as the right of accused persons to have information supplied to them in a language that the person understands (Section 35(3) and (4).

The spirit of these rights must, however, also be reflected in municipal language policies. The primary aim of language policy development and implementation in South Africa has to change people's language behaviour in public domains. This is due to the fact that the

language use problems at all levels of government was experienced in South Africa. In order for these problems to be effectively addressed, linguistic transformation had to be established.

The Bill of Rights basically advocates for the replacement of old patterns of linguistic behaviour in the public domain and other levels and institutions of government. It helps in establishing new patterns of linguistic interaction in government institutions, where the indigenous African languages will be used for service delivery, rather than only Afrikaans or English. This will assist the African languages to be promoted and developed into languages of high-function formal contexts (Multilingualism in Local Government Level Policy Framework 2008-2011: 29).

The Bill also highlights the primary objective of linguistic transformation. It shows that language policy development needs to be directed at the progressive elimination of disparity and lack of equity in respect of the indigenous languages. The Bill puts the right of the African languages to be elevated in terms of their status. The Bill of Rights also supports the progressive elimination of language barriers in the political, cultural, social and economic spheres.

Confirming the constitutional language obligation is a core obligation of the government and required careful planning and systematic implementation. The Bill of Rights in the Constitution assisted the government in giving effect to the concept of cooperative governance in terms of language policy development and implementation, by encouraging spheres to share and build capacity to perform language functions (Multilingualism in Local Government Level: Policy Framework 2008-2011: 29).

3.6 The National Language Policy Framework

The National Language Policy Framework is a guiding framework for all structures in national, provincial and local government, as well as institutions exercising public power or performing public functions. It is a legislative guide to assist these structures to come up with ways and strategies to promote multilingualism. The provinces were instructed through this framework to formulate their policies in line with the guidelines contained in this policy framework, taking into account their regional circumstances, and the needs and

preferences of their communities, as stated in the Constitution (National Language Policy Framework 2002: 12).

Through this policy framework, linguistic diversity in South Africa is encouraged to be tolerated and supported by government. This policy framework serves as a fundamental plan for the management of our diverse language resources and the achievement of government's goal of promoting democracy, justice, equity, and national unity. The framework was developed to support efforts to create awareness of the need to develop the previously marginalised indigenous languages and to promote multilingualism, so that South Africans can be liberated from undue reliance on the utilisation of non-indigenous languages as the dominant, official languages of the state (National Language Policy Framework 2002: 3).

Under its democratic dispensation, South Africa has had to respond to its linguistic and cultural diversity and to the challenges of constitutional multilingualism. Hence, the National Language Policy Framework was introduced. The policy framework has not only initiated a fresh approach to multilingualism in South Africa, but encourages the utilisation of the indigenous languages as official languages, in order to foster and promote national unity. The framework considers a broad acceptance of linguistic diversity, social justice, the principle of equal access to public services and programmes, and respect for language rights. It was established to create an enabling framework for a coherent multilingual dispensation within the parameters of the Constitution (National Language Policy Framework 2002: 5).

The National Language Policy Framework is guided by the following principles:

- Promoting language equity and language rights, as required by a democratic dispensation;
- Language as a resource to maximise knowledge, expertise, and full participation in the political and socio-economic domains;
- Collaborative partnerships to promote constitutional multilingualism;
- Preventing the use of any language for the purposes of exploitation, domination, or discrimination; and

- Enhancing people-centeredness by addressing the interests' needs, and aspirations of a wide range of language communities through ongoing dialogue and debate (Multilingualism in Local Government Level: Policy Framework 2008-2011: 14).

The National Language Policy Framework admonishes the government to implement multilingualism with specific strategies. These include the progressive phasing in of the implementation of the policy in the short, medium and long term at all levels. Regarding government publications, implementation of the language policy was pointed out as needing to be phased in flexibly and pragmatically by government structures over a period of at least three years. The advantage of the gradual phasing-in methodology is that departments are able to develop capacity incrementally and manage the implementation process more effectively (National Language Policy Framework 2002: 17).

3.7 The South African Languages Bill (The Use of Official Languages Bill)

In 2003, Cabinet approved the National Language Policy Framework and Implementation Plan, which provided for the promulgation of the South African Languages Act, which was to regulate and monitor the use of official languages by government. A bill was presented in 2004 to the Portfolio Committee of Arts and Culture, but was not approved, because the Department of Arts and Culture was asked to consult further to try to find a way to give effect to the bill by non-legislative means (Parliamentary Monitoring Group 2011).

While the Department of Arts and Culture was in the process of doing so, and was holding consultation with other structures that promoted the use of official languages, the Lourens court application was brought and portions of the application were upheld. In the matter of Lourens v President of South Africa and others the court ruled that within two years (March 2012) government must pass legislation that gave effect to Section 6 of the South African Constitution, which established the official languages of South Africa and called for protection and advancement of all, while placing obligations on the Minister of Arts and Culture to provide legislation and other measures to regulate and monitor the use of the official languages (Parliamentary Monitoring Group 2011).

Lourens had brought a matter before the High Court to test whether government had complied with its obligation to finalise and promulgate a national language act, as required by the Constitution. Although the Court found that there was no constitutional obligation to

comply with all of Lourens's demands, the Court did agree with him on some points. In particular, the Court ordered the Minister of Arts and Culture to comply with Section 6 of the Constitution within two years of the date of the court order (Parliamentary Monitoring Group 2011).

The bill paves the way for the adoption of policies and the establishment and functioning of language units in government departments. The main purpose of the bill is not only to promote language, but also to provide access to services. It will apply across national and provincial departments and entities. Through this bill, government departments will be required to choose "working languages" to enable them to plan more effectively and appropriately for multilingualism (Parliamentary Monitoring Group 2011).

Since 2004, the Department of Arts and Culture (DAC) has been exploring non-legislative measures, including consultations with other structures that promote the use of the official languages, specifically with a view to improving the use of the official languages in courts and the implementation of human language technology (HLT) projects in conjunction with the Council for Scientific and Industrial Research (CSIR). The Department of Arts and Culture (DAC) has identified various structures that promote the use of the official languages, such as the Pan South African Language Board (PanSALB), the Language Committees in the different provinces, the National Lexicography Units and Hansard (Parliamentary Monitoring Group 2011).

The bill will provide for the regulation and monitoring of the use of the official languages by national government for government purposes. It will also provide for the adoption of language policies, as well as the establishment of functions for the language units. The bill gives way for the implementation of the following three key principles, namely to allow for the promotion of the use of the official languages, access to information and services, and good language management by government departments (Parliamentary Monitoring Group 2011).

The bill also seeks not only the promotion and use of the official languages for the sake of the official languages themselves, but also seeks to give people better access to services. The application of the bill will be critical, as it not only applies to the work of the Department of Arts and Culture, but to every government department and entity. Before, in

the absence of this bill, anybody could approach any government department using any language. However, the bill should be able to make the costs more manageable, and will allow departments to plan more effectively and appropriately for multilingualism (Parliamentary Monitoring Group 2011).

The bill will function as an instrument to promote multilingualism. It will create a balance between promoting multilingualism and the practical implementation of the government's language policies. It will also deal with issues of capacity, which could be identified as a possible constraint in language policy implementation. However, the bill will attempt to place an obligation on government, so that the public can hold every government department accountable when it does business or when it offers services to communities (Parliamentary Monitoring Group 2011).

The bill is intended to act as a guideline for provinces that do not have their own language policy. The bill places a constitutional obligation on government departments to promote multilingualism in whatever way it is feasible for them to do. The bill is important in seeing that multilingualism becomes a reality in government departments. Thus, the court order in the matter of Lourens versus the President of the Republic of South Africa means that the bill must be enacted within a certain time frame (Parliamentary Monitoring Group 2011).

3.8 Language policy and planning in local government, with a focus on the Gauteng Provincial Government

Gauteng is a cosmopolitan and multilingual province, where not only the 11 official languages of South Africa, namely Afrikaans, English, isiNdebele, isiXhosa, isiZulu, Sepedi, Sesotho, Setswana, siSwati, Tshivenda, and Xitsonga, are spoken. There are many diplomats, immigrants, refugees, and businessmen from all over the world that live in Gauteng, which has made the province home to a number of foreign languages (Language Policy Framework of the Gauteng Provincial Government 2005: 3).

The Gauteng Language Policy Framework (GLPF), which seeks primarily to provide broad guidelines for the implementation of a system of functional multilingualism, was developed as a direct result of the imperatives of the Constitution and the National Language Policy Framework. The National Language Policy Framework, which was approved and launched in March 2003, gives effect to the constitutional rights regarding language usage and

development. This policy framework requires all provinces to formulate their own language policies, which must be in line with the framework (Language Policy Framework of the Gauteng Provincial Government 2005: 3).

The Gauteng Language Policy Framework is a product of consultation with various stakeholders at national, provincial and local level. These stakeholders include the Department of Arts and Culture's National Language Service, various departments of the Gauteng Provincial Government, particularly the Gauteng Department of Education, the Pan South African Language Board (PanSALB), the Gauteng Provincial Language Committee, several municipalities, the Gauteng Legislature, and a number of language practitioners. This consultation process was conducted by the Department of Sport, Recreation, Arts and Culture with the assistance of various language experts (Language Policy Framework of the Gauteng Provincial Government 2005: 3).

Prior to the consultation process, a language audit was conducted by a service provider with extensive experience in this field of research. Due consideration was also given to Census 2001, relevant policy documents, and the results of the Gauteng language audit. The major findings of a national sociolinguistic survey were also taken into consideration. This survey used a stratified probability sample of South Africans of 16 years and older drawn from all social categories and both rural and urban backgrounds. The main focus areas were home language and languages used in the private and informal spheres, public and institutional situations, the languages of work and tuition, attitudes to language policy, language fluency, and multilingualism (Language Policy Framework of the Gauteng Provincial Government 2005: 3).

The purpose of the Gauteng Language Policy Framework is to promote and develop the historically marginalised indigenous languages of Gauteng. The objectives of the Gauteng Language Policy Framework are as follows: to give effect to the language rights enshrined in the Constitution through the active promotion of multilingualism; to promote the equitable use of the 11 official languages of the province in order to realise social, cultural and linguistic justice; and to facilitate equitable access to provincial government services and information and participation in government processes. It also aims to support, develop and sustain multilingualism within provincial and local government departments and in

their communication and interaction with the public (Language Policy Framework of the Gauteng Provincial Government 2005: 4).

The Constitution makes the following cautionary provision: The national government and provincial governments may use any particular official languages for the purposes of government, taking into account usage, practicality, expense, regional circumstances and the balance of the needs and preferences of the population as a whole or in the province concerned; but the national government and each provincial government must use at least two official languages (Constitution of the Republic of South Africa, Act 108 of 1996).

The National Language Policy Framework highlights the fact that mechanisms have to be employed to accelerate the development and promotion of African languages, particularly in the provincial governments. The Gauteng Provincial Government is conscious of the challenges involved in the efficient management of linguistic diversity. It intends to ensure the delivery of an efficient service that is responsive to the needs of its citizens. Because it recognised that language is the primary means through which government communicates with citizens, it was imperative that the policy framework be implemented urgently (Implementation Plan of the National Language Policy Framework 2003: 3).

The development of the Gauteng Language Policy Framework paved the way for the effective redress of the historically marginalised official languages of the province. It also paved the way for the protection of language diversity and the promotion and respect for multilingualism and unity. The policy framework was a step towards the preservation and further development of Gauteng's rich and diverse cultural identities. It assisted in contributing to democracy. It proposed structures for the implementation, monitoring and assessment of the language and communication policies of the province (Language Policy Framework of the Gauteng Provincial Government 2005: 4).

The Gauteng Language Policy Framework also provides guidance and direction for local governments to develop their own operational language policies, thereby further enhancing functional multilingualism. It promotes good language management for cost-effective and efficient public service delivery and administration. It shows Gauteng government's commitment to fostering and promotion of patriotism, and social cohesion between

Gauteng's diverse linguistic and cultural groups (Language Policy Framework of the Gauteng Provincial Government 2005: 5).

The Gauteng Provincial Government, as is required by the Constitution, and because this government considers multilingualism to be vital, is expected to respect and uphold the language rights of all citizens in the province. Under the Gauteng Language Policy Framework, as far as is practically possible, taking into consideration both the resources available and the imperatives of the Constitution, everyone will be afforded the opportunity to use his or her own language of choice when speaking to or corresponding with government officials. According to the results of a language audit conducted in the province, the use of the indigenous languages is encouraged, but where results are below expectations, mechanisms to improve the situation need to be adopted and implemented urgently (Language Policy Framework of the Gauteng Provincial Government 2005: 11).

3.9 Language policy and planning in municipalities, with a focus on the City of Tshwane Metropolitan Municipality

The City of Tshwane Metropolitan Municipality (also known as the City of Tshwane) is a municipality in Gauteng Province consisting of many different townships and communities where predominantly the indigenous African languages are spoken. The municipality was formed by the amalgamation of independent municipalities. The City of Tshwane is the result of 13 former local authorities in the greater Pretoria metropolitan area being integrated into one municipality. The following towns and townships fall within the City of Tshwane of this huge municipality: Centurion, Crocodile River, Pienaarsrivier, Pretoria, Akasia, Soshanguve, Ga-Rankuwa, Mabopane, Winterveld, Temba, Hammanskraal, Mamelodi, and Atteridgeville. The municipal area consists of 76 wards (City of Tshwane 2010: 1)

The municipality is guided by the imperative of building a democratic, developmental local government. This required fine-tuning the different constituent municipalities into one structure and harmonising the systems and traditions of the different municipalities into one coherent unit that came to constitute the City of Tshwane. With its diverse communities in mind, the City of Tshwane had to embrace and work towards multilingualism in order to serve its communities better (Annual Report of the City of Tshwane 2011: 18).

On 2 August 2007 the City of Tshwane adopted a language policy, drafted by the Language Services Unit. The same policy was revised in November 2012. This language policy aims to enable the residents of Tshwane to communicate with the municipality and access municipal services in the language they understand best. It also provides guidelines on how the municipality must implement multilingualism to ensure that all residents have access to information and municipal services (City of Tshwane 2011).

In the language policy of the City of Tshwane, there are clauses that emphasise the importance of language use and implementation. In the past, English and Afrikaans were the only languages that were used in the areas that form part of the City of Tshwane Metropolitan Municipality. The new democratic era, which emphasises community participation in the municipalities, had to create ways that all communities could participate. Language plays a major role in ensuring that communities take part in the municipality's services and that they are able to communicate with the municipality in an effective manner (Language Policy of the City of Tshwane Metropolitan Municipality 2007: 4).

The objectives of the language policy are to facilitate equitable access to services and information and participation by all communities in local government processes. It is intended that the language policy will help to support, develop and sustain multilingual programmes by the municipality with its communities. The policy also aims to protect language diversity and promote respect for multilingualism and unity (Language Policy of the City of Tshwane Metropolitan Municipality 2007: 4).

The City of Tshwane, after taking into account the census statistics of 2001, decided to adopt six languages as official languages. These languages are Sepedi, Afrikaans, Setswana, Xitsonga, isiZulu, and English. The language policy maintains that the municipality must make every effort to use these official languages, including sign language. It goes on to state that the municipality may use any of the official languages in intradepartmental and interdepartmental communication, provided that all that are involved in the communication event understand the language being spoken (Language Policy of the City of Tshwane Metropolitan Municipality 2007: 6).

However, in communication with the public, the language policy admonishes the municipality to strive to serve all its clients in the language of their choice. In public venues, it also advises the municipality to assist clients and community members orally in the languages of their choice through consecutive or simultaneous interpreting (Language Policy of the City of Tshwane Metropolitan Municipality 2007: 7).

It is recommended that external written communication from the municipality be made available in all the official languages, where this is practicable and financially viable. The municipality has been admonished to employ multilingual staff to assist illiterate clients to gain access to the municipality and information about its services. The language preference of communities that the municipality is serving must be given consideration when communicating with them.

3.10 Constitutional and legal obligations for municipalities in implementing multilingualism

Municipalities are obliged to exercise their executive and legislative authority within the constitutional system of cooperative government envisaged in Section 41 of the Constitution. The national and provincial spheres of government must, within the constitutional system of cooperative government envisaged in Section 41 of the Constitution, exercise their executive and legislative authority in a manner that does not compromise or impede the municipalities' ability or right to exercise their executive and legislative authority (Municipal Systems Act 2000: 19).

For the purposes of effective cooperative government, organised local government must seek to develop common approaches for local government as a distinct sphere of government to enhance cooperation, mutual assistance, and the sharing of resources between municipalities. It must also find solutions for problems relating to local government generally and facilitate compliance with the principles of cooperative government and intergovernmental relations (Municipal Systems Act 2000: 19).

The council of a municipality, within the municipality's financial and administrative capacity, with due regard for practical considerations, has the duty to exercise the municipality's executive and legislative authority and use the resources of the municipality

in the best interests of the local community. The municipality is to provide, without favour or prejudice, democratic and accountable government (Municipal Systems Act 2000: 19).

Municipalities have the duty to encourage the involvement of the local community and to strive to ensure that municipal services are provided to the local community in a financially and environmentally sustainable manner. They also have the duty to consult the local community about the level, quality, range, and impact of municipal services provided by the municipality, either directly or through another service provider, and the available options for service delivery (Municipal Systems Act 2000: 19).

Municipalities are encouraged through the Municipal Systems Act to give members of the local community equitable access to the services to which they are entitled (Municipal Systems Act 2000: 20). Municipalities are encouraged to promote and undertake development through the use of local languages, so that communities can participate in and be part of the democratic process. Together with other organs of state, municipalities are called upon to come to the full realisation of the fundamental rights contained in section 6 (1), 29(2) 30 and 31(1) of the Constitution. It is important for municipalities to respect the rights of citizens, as protected by the Bill of Rights.

Multilingualism in public domains such as municipalities is important. It allows access to information and opportunities by the communities which are served by these municipalities. Language also contributes to more effective training and capacity building and promotes interaction between communities and government authorities, thereby allowing greater participation in affairs of mutual importance. This is also true in the case of municipalities. The use of the languages of the local communities, that is, a multilingual approach, contributes towards meaningful communication between communities and local government, promotes public participation in local government, and can lead to better service delivery (Multilingualism in Local Government Level: Policy framework. 2008-2009: 10).

According to the Constitution of the Republic of South Africa and the National Language Policy Framework, municipalities must take into account the language usage and preferences of their residents. It was decided that any language which had previously enjoyed official status in any part of the country would be recognised nationally (Prah

2006:14). But, in pursuit of this objective, extenuating, discretionary and mitigating circumstances were clearly spelled out. It may be argued that in attempting to satisfy all constituencies, the government failed to chart a truly new route forward, which fundamentally meets the needs of the African language-speaking majority (Prah 2006:14). Multilingualism in the past has been invisible in public services such as municipalities, even though the municipalities' intention was to provide services to the local communities (Prah 2006: 14).

3.11 The objectives in implementing multilingualism in municipalities

The Municipal Systems Act of 2000 is directed at providing for “the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable and to provide for community participation”. The Act makes specific reference to language. Under the heading “Communication of information concerning community participation”, it stipulates that where municipalities communicate information, the municipalities must take into account the language preferences and usage in the municipality, and the special needs of people who cannot read or write (Municipal Systems Act of 2000).

The Act also states that in communications to the local community in the local newspaper or newspapers of the area covered by the municipality, in a newspaper or newspapers circulating in the area, or in radio broadcasts covering the area of the municipality, the notification must be in the official languages determined by the Council, with due regard for language preferences and usage within the area (Municipal Systems Act of 2000).

Furthermore, when a municipality invites the local community to submit written comments or representations on any matter before the Council, it must be stated in the invitation that “any person who cannot write may come in office hours to a place where a staff member of the municipality named in the invitation will assist that person to transcribe that person's comments or representations” [sic], and when a municipality requires a form to be completed by a member of the local community, “a member of the municipality must give reasonable assistance to persons who cannot read or write, to enable such persons to understand and complete the form” (Municipal Systems Act of 2000).

According to the Municipal Systems Act of 2000, municipal governments must use the languages of local communities in their daily interaction with residents. The government is therefore, under the Municipal Systems Act of 2000, admonished to build appropriate capacity for language facilitation in within municipalities. Municipalities are obligated in terms of the Municipal Systems Act to establish multilingualism in their official business; however they are free to develop their own approach to establishing multilingualism and their own timelines for this process (Multilingualism in Local Government Level: Policy framework. 2008- 2009: 11).

The government's objective of "deepening community participation and empowerment" and social cohesion or unity in the various fields of human activity can only be achieved if ways are found where people and bodies can communicate with each other in the languages understood best by communities (Multilingualism in Local Government Level: Policy framework. 2008-2009: 11).

Section 29(2) allows South African citizens the right to education in the language of their choice. Section 30 also grants one with the right to use the language of one's choice. Section 31 gives persons belonging to linguistic communities the right to enjoy and use their language and also to form, join, and maintain linguistic associations. Section 35(3)(k) affords arrested, detained and accused persons the right to be tried in a language that they understand or to have proceedings in court interpreted into that language (National Capacity Building Framework for Local Government.2008: 12).

The municipalities are encouraged through the Municipal Systems Act (Act 32 of 2000) to put in place principles, mechanisms, and processes that will enable them to move progressively towards the social upliftment of local communities, thereby ensuring access to essential services in order to pave the way for community involvement, access to information, and participation (Municipal Systems Act 32 of 2000).

The municipalities aim to contribute to meaningful community participation in public affairs, to empower individual citizens, to guarantee fairness, to oppose discriminatory and disadvantaging practices, to resolve language-related conflicts, and to develop a culture of human (language) rights. This is being facilitated through the use of local languages in the conducting of the municipalities' daily business in the communities within its area. This

supports the municipal officials and residents to communicate much more effectively with each other, and it may also mean that citizens will develop feelings of ownership and belonging (Multilingualism in Local Government Level: Policy framework. 2008-2009: 8).

3.12 Building capacity for language facilitation in municipalities

The Department of Provincial and Local Government's function is to support provinces and municipalities in fulfilling their constitutional and legal obligations. Its mandate for implementing multilingualism in local government is derived from Chapter 4 of the Municipal Systems Act. The Act emphasises that municipalities must take into account the language preferences and usage in the municipality, and the special needs of people who cannot read or write.

The Department of Provincial and Local Government also oversees the functions of municipalities. It realises that language is an important factor in the provision of information to municipal residents, for effective service delivery, and for the promotion of meaningful participatory democracy. Language plays a role in service delivery and in getting residents involved in municipal government. In this regard, the non-use of the indigenous African languages and the position of illiterate residents and persons with disabilities are of special importance. People who are not adequately proficient in English, or who are illiterate or disabled, are obviously excluded from information and from all the other rights and opportunities that municipalities are obliged to provide (Multilingualism in Local Government Level: Policy framework. 2008-2009:19).

Language also affects development programmes. It has been shown that failure of these programmes can be attributed to a breakdown in communication, which is mainly the result of using languages that the local population does not understand. Given the importance of local languages, the Department of Provincial and Local Government undertook serious consultations and dialogue through roundtable discussions that were aimed at looking at measures to promote multilingualism in local government (Multilingualism in Local Government Level: Policy framework. 2008-2009: 19).

In building capacity for facilitation of the use of multilingualism in municipalities, the Department of Provincial and Local Government initiated a five-year programme that will encourage municipalities to implement multilingual language policies. This was put in

place to ensure that multilingualism is implemented in local government in support of the Five-Year Local Government Strategic Agenda. It was also put in place to ensure that community participation is deepened through the use of the languages that they understand and speak (Multilingualism in Local Government Level: Policy framework. 2008-2009: 19).

The Department of Provincial and Local Government through multilingual programmes for municipalities is encouraging acceptance of pluralism as a way of life and the creation of a culture of peaceful coexistence in local government. It is also paving the way for the support and encouragement of full media use (electronic and print media) of multilingualism to popularise the activities and programmes of communities in local government, and to support and encourage the use of the indigenous African languages in technology (Multilingualism in Local Government Level: Policy framework. 2008-2009: 19).

3.13 Conclusion

In this chapter, the language scenario and policy developments from the apartheid era to the democratic era are discussed. History of South Africa has highlighted the power that languages carry for social development. It also reveals the impact of the former segregationist policy of the country. The review of the post-apartheid era also highlights the progress that has been made in dealing with the effects of the apartheid-era policies.

The post Apartheid era has also marked the beginning of a new approach to dealing with language issues and the implementation of new policies to ensure that language does not become a barrier, but that multilingualism is acknowledged in the country. The Constitution, the National Language Policy Framework, and the South African Languages Bill are all important policies that are assisting in bringing significant change in the linguistic arena in the new South Africa. Policies matter and they are important instruments in providing direction in any aspect of an organisation, particularly in municipalities.

CHAPTER 4

RESEARCH METHODOLOGY

4.1 Introduction

This chapter explains the research methods that were employed in collecting data for this study. The chapter will also explain in detail the methodological processes and procedures that were followed in gathering data, as well as the justifications for selecting these processes and procedures. This chapter will also elucidate the research approach, the methods used, the sampling strategy followed, the area of study, the research respondents, the validity and reliability of the findings, ethical considerations, and methodological challenges experienced.

4.2 Research approach

The case study approach was used for this research project. The main reason is that a case study approach allows the researcher to look in depth at a single case. According to Hartley (2004: 325), case study research consists of a detailed investigation, with the aim of providing an analysis of the context and processes which illuminate the theoretical issues being studied. It is not a method, but a research strategy. The case study approach in this research has allowed for an exploration and understanding of the issues of language policy and planning that were being studied, with the focus on the City of Tshwane Metropolitan Municipality. It allowed the researcher to closely examine the data within a specific context in the City of Tshwane Municipality.

The choice of this strategy was informed by the fact that this case study entailed looking at the challenge of the lack of equal use of all the official languages of the municipality, to ensure transparent, accountable local governance which is responsive to the linguistic needs of the community. The case study approach in this instance assisted the researcher to unravel the underlying issues of language policy and planning.

Soy (1997: 4) defines the case study research strategy as an empirical inquiry that investigates a contemporary phenomenon within its real-life context when the boundaries between the phenomenon and the context are not clearly evident, and in which multiple

sources of evidence are used. The advantages of the case study strategy are its applicability to real-life, contemporary human situations and its public accessibility through written reports. Case study results relate directly to readers' everyday experiences and facilitate an understanding of complex real-life situations. Case studies are important for the development of a nuanced view of reality (Soy 1997: 4).

4.3 The study area

The study was undertaken in the Tshwane Metropolitan Municipality in the Gauteng Province of South Africa. The study area comprised Pretoria Central and two townships, namely Mabopane, where the researcher has resided in for some years, and Soshanguve, near Mabopane. The choice of the two townships and Pretoria Central was informed by the fact that residents of these areas are served by Tshwane Metropolitan Municipality. Furthermore, different languages are spoken in these residential areas, namely Setswana, Sepedi, Sesotho, isiZulu, and Xitsonga. The choice of these residential areas provided a good opportunity for the researcher to examine how these residents are catered for by the municipality when they seek services, particularly when it comes to language use in the municipality.

The majority of residents in these townships are African-language speakers, according to the results of Census 2001. Their choice as respondents offered a clear indication of the challenges that hamper successful language policy and planning in the municipality, because they are the main recipients of services from the municipality. In all these residential areas, the community members are mother-tongue speakers of indigenous African languages, some of which have already been mentioned above.

Pretoria Central, in particular, was chosen due to the diversity of languages used in this area. This area is considered an urban area, and many people from diverse cultures and linguistic backgrounds live in Pretoria Central, because it is close to many national government department offices and amenities. The area was chosen because it is a perfect picture of multilingualism as different language varieties are spoken in the areas of the municipality. In the main, consideration of the local linguistic background of these areas played a major role in their choice.

In specific terms, the researcher's focus in these areas was in the local municipal offices, which serve as satellite offices for Tshwane Metropolitan Municipality. The interviews were conducted at these offices with employees who serve the residents directly and with the residents who came to seek services at these offices. A brief background of each case is provided below.

4.3.1 Mabopane

Mabopane was established in 1969 by the then apartheid government, in accordance with the Group Areas Act of 1955, which sought to displace black African people from areas designated as "white areas" around Pretoria. Present-day Mabopane was established on Boekenhout Farm to accommodate evicted black farm tenants from areas such as Wallmansthal and squatters who could not be accommodated in Atteridgeville and Mamelodi. It is believed that the name "Mabopane" originated from the Mopani trees that grow in the area (Pila 2011).

Mabopane originally consisted of two sections, namely Mabopane West, which is present-day Mabopane, and Mabopane East, which is now Soshanguve. The two sections were planned to be incorporated into the Bophuthatswana homeland, which was a Bantustan established to accommodate only Setswana speakers. Because Mabopane East consisted mostly of non-Setswana speakers, only Mabopane West was incorporated into the homeland, and the name "Mabopane West" was changed to "Mabopane" (Pila 2011).

After the 1994 general elections, which led to the end of the apartheid government and the homeland system, Mabopane was initially demarcated to the North West Province. Mabopane was later transferred from North West to Gauteng Province as a result of a resolution by the Municipal Demarcation Board. It was managed under the Mabopane Transitional Representative Council (MTRC) until the year 2000, when it was incorporated into the City of Tshwane Metropolitan Municipality (Pila 2011).

The languages spoken in Mabopane are mostly indigenous African languages. Setswana, Sesotho, Sepedi, isiNdebele, Xitsonga, isiZulu, and English are the languages spoken in Mabopane. Most residents can speak two or three of these languages. The overwhelming majority of residents can understand and speak Setswana. Participation by residents in my

research was voluntary. Mabopane falls under the City of Tshwane Metropolitan Municipality, which is in Gauteng Province (Pila 2011).

4.3.2 Soshanguve

Soshanguve was established in 1974 on land scheduled to be incorporated into a Bantustan bordering on Mabopane in Bophuthatswana consisting of people who were to be resettled. The name of this township is derived from the original inhabitants, namely the Sotho, Shangaan, Nguni and Venda people. In 1977, Mabopane West became incorporated into Bophuthatswana, which was part of the homeland system which was established under apartheid. Until then, Soshanguve had been known as Mabopane East. After Mabopane West's incorporation into Bophuthatswana, Mabopane East was renamed Soshanguve in recognition of its Sotho, Shangaan, Nguni and Venda residents. Soshanguve was then placed under the administration of Northern Transvaal (Mashishi 2011).

The township was incorporated into the City of Tshwane Metropolitan Municipality on 5 December 2000, when the municipality was established. The formation of the City of Tshwane Municipality saw the amalgamation of 14 town and city councils. The name Soshanguve is a blend of the words "Sotho", "Shangaan", "Nguni" and "Venda", which represent the ethnic groups of the first residents that lived in this township. Soshanguve is home to people from diverse cultures, lifestyles, practices, and socio-economic statuses. Although education is valued in this community, most of its youth are without tertiary education. Unemployment is also one of the problems facing the youth of Soshanguve (Mashishi 2011). The people of Soshanguve speak predominantly Setswana. IsiZulu, isiNdebele, Xitsonga, Sesotho, Tshivenda, and Sepedi are also spoken in this township. Lately, chiShona is also becoming a widely used language. This is as a result of the influx of chiShona-speaking Zimbabwean nationals (Mashishi 2011).

4.3.3 Pretoria Central

Pretoria Central is situated in the transitional area between the Highveld and the Bushveld, approximately 50 km north of Johannesburg to the north-east of South Africa. The city has a population of approximately one million. Pretoria is contained within the City of Tshwane Metropolitan Municipality. The main languages spoken in the Tshwane municipality are Sepedi, Afrikaans, Setswana, Xitsonga, isiZulu, and English. IsiNdebele

and Sesotho are also widely spoken. The entire Tshwane Metropolitan Municipality had a population of about 2, 5 million residents as at the 2001 census (City of Tshwane, 2011).

4.4 A qualitative or a quantitative study?

Cresswell (1994:126) distinguishes between qualitative and quantitative studies. Qualitative studies rely on indirect, projective, open-ended questions. Accordingly, this study is qualitative in nature, because it is concerned with and employs qualitative data, as opposed to quantitative data. Denzin & Lincoln (2000: 2) classify qualitative research as multi-method in focus, involving an interpretive, naturalistic approach to its subject matter. This means that qualitative research has distinctive characteristics. A distinctive characteristic that will be seen in this research is the study of things in their natural setting, such as language use, attempting to make sense of or interpret phenomena in terms of the meanings that people bring to them.

Qualitative research methods were used in this study to enquire and interpret how residents of certain areas of the City of Tshwane Metropolitan Municipality's rights to receive services in the languages that they understand best are respected or violated. A number of different approaches that exist within the qualitative framework to understand the social reality of individuals, groups, and cultures were used (Holloway 1997: 2). Most importantly, the qualitative research method was used to study the behaviour, perspectives, and experiences of the people in the areas of Mabopane, Soshanguve, and Pretoria Central when they go to the municipal offices to receive services. The basis for the use of this type of qualitative research lies in the interpretive approach to social reality in which language use is experienced by residents and the employees of the municipality (Holloway 1997: 2).

Qualitative research studies seek to answer the "why", not the "how", of the research setting through the analysis of unstructured information. This is exactly what this study has done; because it has sought to understand what the challenges are those experienced in the implementation of the language policy and planning in the municipality. The qualitative research design is also used to study human behaviour and habits and is concerned with qualitative phenomena relating to or involving quality or kind (Britten et al 1995: 56).

4.4.1 Research methods

Two research methods were used for data collection in this study, namely interviews and document analysis. These methods are explained in detail below.

a) Interviews

Corbetta (2003:269) differentiates between structured and semi-structured interviews. Structured interviews, according to Corbetta (2003: 269), are interviews in which all respondents are asked the same questions, with the same wording, and in the same sequence. Semi-structured interviews are non-standardised interviews. Corbetta (2003: 270) explains that in semi-structured interviews, the order in which the various topics are dealt with and the wording of the questions are left to the interviewer's discretion.

Corbetta (2003: 270) further states that within each topic, the interviewer is free to conduct the conversation as he sees fit, to ask the questions that he deems appropriate in the words that he considers best, to give explanations and ask for clarification if the answer given is not clear, to prompt the respondent to elucidate further if necessary, and to establish his own style of conversation. Semi-structured interviews were used for data collection in this study, largely because they gave me the opportunity to probe and make follow-up questions for further clarity on some of the responses provided by respondents.

According to Gray (2004: 214), there are many advantages to using interviews for collecting data and as a research instrument. These include the rationale that interviews offer a way of obtaining highly personalised data, and they offer opportunities required for probing, thereby enabling the interviewer to gain more clarity and information regarding the question asked. Interviews also afford respondents a way of answering questions in instances where they cannot write or have difficulty understanding written language.

In particular, the use of semi-structured interviews in this study was strategic, because it allowed the researcher to ask additional questions and some questions that had not been anticipated at the beginning of the interview. Residents and employees that were interviewed were asked additional questions to gain clarity or more information regarding the question asked, particularly in cases where the respondent raised issues that still needed to be tackled further. This type of interview gave the researcher opportunities to probe the

views and opinions of the respondent. Probing is a way for the interviewer to explore new paths which were not initially considered (Gray 2004: 217).

According to David & Sutton (2004: 87), when conducting semi-structured interviews, the researcher has a list of key themes, issues, and questions to be covered. In this type of interview, the order of the questions can be changed, depending on the direction that the interview takes. This was evident in the interviews conducted with residents of the municipality, because in most instances, when answering a specific question, they would speak concerning an issue that the researcher would follow up on through probing. The interview thus took another direction, which changed the order of the questions.

The employees were interviewed to gather information about their experiences and opinions and challenges they have come across with regard to language use and language policy implementation in the municipal offices. These interviews were conducted to gain an understanding of what the challenges to implementing the language policies of the municipalities are and how these challenges affect the provision of services to residents and employee relations with residents. In this case also, the community of Tshwane depends on language for them to receive services from the municipality, and the municipality depends on language for the provision of its services.

The interviews were planned beforehand. This was done by sending letters from Rhodes University requesting permission to conduct interviews to the relevant authorities at Tshwane Metropolitan Municipality. The researcher's name and telephone number and the name of the institution where the researcher is studying, as well as the supervisor's name, were provided in the permission letters. Appointments were made by means of emails and phone calls to the employees.

The interview started by an introduction by the researcher. An explanation of the purpose of the interview was done by the researcher. The respondents, particularly the employees at the municipality, were first asked a few background questions, such as their job title and their responsibilities in the organisation. The residents were first asked questions about their age and place of residence in Tshwane. These questions provided the researcher with the necessary information about the person being interviewed and also helped to set the respondent at ease to answer the interview questions.

b) Document analysis

Document analysis entails the detailed examination of documents produced across a wide range of social practices. The documents analysed can take a variety of forms, from the written word to the visual image (Wharton 2006: 232). Documents such as the language policy and plan of the City of Tshwane Metropolitan Municipality, the Gauteng Provincial Government language policy, and the Integrated Development Plans of 2006 to 2011 and that of 2011-2016 were analysed to ascertain the extent to which the language policy and plan of the municipality has been implemented. The annual reports of 2008, 2009, 2010, 2011, and 2012 and the National Language Policy Framework were other documents that were analysed for this study.

All of these documents were used in the analysis to identify the aims and objectives of the policy versus their actual achievements and implementation challenges. These were categorised in terms of their specificity and relevance to the themes that emerged from the analysis. These documents were seen as being relevant to the research question. The documents were analysed according to their content and context.

Payne & Payne (2004) describe the documentary method as the techniques used to categorise, investigate, interpret, and identify the limitations of physical sources. All the documents mentioned above were categorised accordingly, and implementation strategies were identified and interpreted according to the realistic practices noted in the annual reports and the Integrated Development Plans of the municipality and the Gauteng Provincial Government, under which the municipality falls.

4.5 Sampling of the respondents

Sampling involves the way in which cases are selected from a specific population. A sample is the total number of people invited by a researcher to participate in a research project (Paton 2002: 22). A sample consists of a subset of a population that is used to represent the entire group as a whole. It entails a group of people, objects, or items that are taken from a larger population for measurement (Paton 2002: 22). In addition, Bineham (2006: 3) distinguishes between probability and non-probability sampling methods. There are different types of probability sampling methods, namely simple random sampling, stratified sampling, and cluster sampling. There are also different types of non-probability

sampling, namely convenience sampling, snowball sampling, purposeful sampling, and quota sampling.

In this study, purposive and random sampling methods were used for the selection of respondents. Purposive (targeted) sampling was used in the selection of language practitioners at the Tshwane Metropolitan Municipality, because the researcher wanted to include language practitioners as the respondents. Residents, on the other hand, were randomly selected, in that the researcher interviewed those that were willing to be interviewed at satellite offices, without having any specific targets.

The research respondents in this study consisted of nine employees (three males and six females) of the Tshwane Metropolitan Municipality. These included language practitioners, customer care employees, and 32 residents (20 females and 12 males) of the municipality from Mabopane, Soshanguve, and Pretoria. Their ages ranged from 18 to 70.

The study used two data-collection techniques, namely voice recording and note taking. Voice recording was used for the collection of most of the data, while note taking was used only in instances where interviewees did not feel comfortable being voice-recorded. A technologically advanced voice recorder that uses a software disc rather than regular cassettes or discs was used to record the interviews. The interviews were later uploaded (transferred) onto a computer for transcription and analysis purposes. The transcription of the data was facilitated by the fact that the voice recorder software had features such as “fast”, “slow”, and “repeat”. This enabled the researcher in transcribing the data, to go backwards and forwards in the interview, at either a faster or a slower pace, to recognise speech that was not readily intelligible.

4.6 Data analysis

Data analysis basically includes the process of inspecting, cleaning, transforming, and modelling data, with the goal of communicating useful information, suggesting conclusions, and supporting decision making. It also includes classifying, coding, and tabulating the information needed to perform quantitative or qualitative analyses in accordance with the research design and the data. Data analysis follows the collection of information and precedes its interpretation and application (Huberman & Miles 2002: 309). Data analysis includes the tasks of defining, categorising, theorising, explaining, and mapping the research data. According to Yin (1984: 99), data analysis consists of

“examining, categorizing, tabulating or otherwise re-combining the evidence, to address the initial propositions of a study”. Data analysis in this study was conducted according to the type of data collected. This will be discussed in detail in the following chapter.

4.7 Ethical considerations

Ethics were fundamental in carrying out this study. Ethics are important in every field of research, because they promote the aims of research, such as the search for knowledge and truth, and the avoidance of error. They act as precautions against fabricating, falsifying, or misrepresenting research data; they promote the truth and prevent errors from occurring. Ethical standards also promote values that are essential to research work, such as trust, accountability, mutual respect, and fairness. Ethical norms help to ensure that researchers can be held accountable to the public (Resnik 2011: 1).

The purpose of this study was clearly explained to the participants, in particular the fact that it was for academic purposes. The reasons why the respondents’ participation was important was explained. The intended uses for the interview data and the measures that the researcher would take to protect the confidentiality and anonymity of the respondents were also explained. The researcher requested permission from the respondents to tape-record them during the interview and to take notes. The researcher personally conducted the interviews. It was explained to the respondents that their participation in the study was free and voluntary, and that they could withdraw from the study at any time if they so wished.

Ethical norms in research also help to build public support for research. These norms assist to promote a variety of other important moral and social values, such as social responsibility, human rights, animal welfare, compliance with the law, and health and safety (Resnik 2011:1). Ethics also entails that participation must be voluntary, and people must not be coerced into agreeing to be interviewed (Trochim 2011: 32).

All the research participants were guaranteed confidentiality, and they were assured that identifying information would not be made available to anyone who was not directly involved in the study. Participants were assured of their confidentiality, even though a voice recorder was used. This research was conducted with the approval and support of Rhodes University.

According to Hartley (2004: 309), access to the case study of an organisation which is a detailed investigation of an organization is important because organisations would want to safeguard their reputation by allowing access to researchers. Thus, gatekeepers in the organisation are important. Gatekeepers are influential people who decide whether access to an organisation is granted or not, and for how long. Access to the municipal offices was facilitated by gatekeepers in this instance, where the researcher liaised with the interviewed individuals telephonically and by email to schedule appointments with them.

4.8. Validity and reliability

Validity refers to the degree to which a study accurately reflects or assesses the specific concept that the researcher is attempting to measure. Validity is used to determine whether a study measures what it intends to measure, and to approximate the truthfulness of the results (Tariq 2009). In this study, the validity of the collected data played a major role in measuring what the researcher set out to measure. According to Joppe (2000: 1) reliability refers to the extent to which results are consistent over time and includes an accurate representation of the total population in the study. Qualitative direction of the research reinforced the credibility and reliability of the study.

Several research methodologies were employed through triangulation to facilitate validation of the data through cross-verification. Triangulation refers to the use of more than one research approach in the study in order to enhance confidence in the ensuing findings. Denzin (1994: 58) distinguishes between different types of triangulation. In this study, data triangulation was used, which entails the gathering of data by means of various different sampling strategies, so that slices of data at different times and social situations, as well as from a variety of people, are gathered. Various different City of Tshwane offices and communities in different areas were selected to participate in the research.

The validity and reliability of the findings of this study were ensured by following the research procedures required for conducting qualitative studies. This entailed following the research ethics of Rhodes University for gaining access to the field of research and recruiting participants. The use of data and research instruments referred to as triangulation, the involvement of international and local experts who have already conducted such studies, and the involvement of my supervisor and co-supervisors played a role in ensuring that the study measures what it intended to measure.

4.9. Methodological challenges

There were challenges to the study that the researcher encountered while doing the research. The first challenge that the researcher encountered was participants not honouring appointments that they had made. The researcher made appointments to interview the participants on a certain day and at a certain time, but some of the appointments were postponed at the last minute by the participants. The other hurdle that the researcher faced was that some of the employees who the researcher had been keeping contact with since the beginning of the study resigned from the municipality, and therefore new contacts had to be created and appointment dates that had initially been had to be also rescheduled.

Another serious challenge to the study, particularly in terms of data collection, was the fact that the researcher had to relocate to Cape Town, which made data collection in Pretoria in Gauteng a difficult task. Striking a balance between studying and working was not an easy task at all, particularly when the researcher had to deal with the travelling costs between Cape Town, Grahamstown (Rhodes University), and Pretoria associated with data collection. The researcher had to strike a balance between these different responsibilities and be disciplined in order to meet deadlines. Although the researcher encountered challenges in some instances the data collection procedures were a success as all the data required from the study relevant was obtained.

The other challenges of the study were the use of a voice recorder to record the interviews. Some of the participants felt uneasy and uncomfortable being recorded, although the researcher had explained to them that the recorder records voice conversations only. However, after some explanation that the researcher was using a voice recorder for the purposes of capturing the interviews so that they could analyse them later, the participants allowed the researcher to continue with voice recording. To a certain extent, the fact that participants were recorded could have caused some of them not to open up entirely when responding to some of the questions. To compensate for this limitation, the researcher used probing as a strategy to get participants to provide more detail. Another limitation of the study was the use of various languages by the respondents when responding to some of the interview questions.

Another limitation is that whereas, the researcher understands languages such as Xitsonga, IsiZulu and Tshivenda when they are being spoken; they are not fluent in speaking them.

This threatened to be a limitation to the researcher in terms of being able to probe for further information. To address this challenge, the researcher had to utilise the skills of a friend who is a language practitioner based in Pretoria, who speaks and understands most of the local languages, who assisted the researcher by translating what the respondents had said. In this way, the researcher was able to probe for further information when the interviews were conducted.

4.10. Conclusion

The research approach, the sampling strategy and the research methods used for data collection purposes in this study were carefully selected in order to ensure that the data collected was relevant for the study. Adherence to standard ethical considerations and the rigour of the processes and procedures followed improved the validity and reliability of the findings of the study as discussed in Chapter 5 below. There were also challenges encountered in the data collection processes, however, these were effectively addressed as explained above. In the main, the research methods employed and processes followed in this study permitted the detailed information to be gathered concerning the research topic and allowed the researcher to build up an understanding of the phenomena through different specific contexts. In addition, the quantity and quality of data collected in this study was able to answer key questions raised in this study (see Chapter 6).

CHAPTER FIVE

DATA PRESENTATION, DATA ANALYSIS AND FINDINGS

SECTION A

5.1 Introduction

This chapter analyses the data that was collected as part of this study. Data was collected and analysed to identify and explore the challenges of the implementation of the language policy and planning of the City of Tshwane Metropolitan Municipality. The sources of data in this chapter were interviews and documents of the Municipality. Interview data was obtained from the interviews with the 29 residents of the City of Tshwane Metropolitan Municipality in the Mabopane, Soshanguve and Pretoria central areas, and the 9 employees from the offices in the same areas.

The analysis was conducted in two ways as indicated in chapter 4. The first step was interviews with the employees of the municipality and the residents. The second step was analysis of documents such as the integrated development plans and annual reports of the municipality to trace how language matters were implemented and dealt with in the municipality. In specific terms, the Integrated Development Plans of the municipality Of 2006-2011, 2011- 2016, the Annual reports of 2007-2008,2008-2009, 2009- 2010, 2010-2011 were used to gain insight into language strategies and implementation plans of the municipality. The emerging themes, emerging trends and findings form the main parts of the chapter.

5. 2. Data Transcribing

After data collection processes were completed as discussed in the previous chapter, two main data sets were collected, namely; interview data set and document analysis data set. Unlike the document analysis data set which was naturally in a written format, the interview data set was recorded or captured in a digital voice recorder. The next step was then to transcribe the recorded interview data set. According to Bailey (2008:127), transcription is a translation between forms of data, most commonly to convert audio recordings to text in qualitative research. Transcription refers to the process of reproducing spoken words such as those from an audio taped interview into written text. In addition to spoken words, it involves putting the silences and body language and emotional aspects such as crying, coughs, and

sights into transcribed text. All the recorded interviews were then transcribed using Microsoft word office. The interviews were listened to by using headphones

Transcribing the interviews in this work involved the technical task of transferring the interviews word for word. This involved transcribing the written data into a written format. These were transferred into written format so that they could be studied in detail. Bailey (2008: 127) describes transcribing as 'verbatim transcription'. The task of transcribing the interviews entailed representing audible captured talk in written words. It also included representation of the exact interview to make it readable and meaningful.

Transcriptions were coded in a detailed word for word in order to capture features of interview. Further, transcription involved listening to the recorded interview data and repeated careful listening in order to improve the accurate transcribing of data. The advanced digital voice recorder that was used for the data collection made that exercise so easy. The repeated listening also allowed for attention to be given to things that might have been missed in the first transcription. The voice recorder system was of high quality thus making the audibility of the recorded data to be clearer.

All the recorded data was transcribed in the languages spoken by the interviewer and the respondents when the interviews were recorded. However the transcriptions in the other African languages such as Tshivenda, IsiZulu, and IsiNdebele were done by the language practitioners who are specialists in those specific languages. The Setswana interviews were done by the researcher because that is the language that they understand and speak. The researcher's work as a professional language practitioner made it easy for them to deal with the task of translating the recorded data. Further, it enabled the researcher to ask for assistance from the colleagues who are specialists in the other languages spoken by the respondents.

In every transcription, every respondent was allocated a unique identifier, a pseudonym and number. All the transcriptions were allocated a uniform and consistent layout. Speaker tags were also used to indicate the question and answer sequence or turn-taking in a conversation.

5.3. Data Cleaning

Data cleaning entails the process of detecting and diagnosing of data. It includes removing verbal interaction which includes repetitions, interruptions, overlaps, in and out breaths, coughs, laughs and encouraging noises (such as ‘mm’), in order to avoid cluttering the text (Galhardas et al, 2000: 590). Furthermore, data cleaning deals with detecting and removing errors and inconsistencies from data in order to improve the quality of data. Data cleaning process in this research also involved rectifying problems in the coded data such as misspellings during data entry. The language was standardized, choosing to remove the non standard grammar and spelling conventions to aid readability.

Data cleaning also involved correcting incomplete and improperly formatted interviews by listening repeatedly to the recorded data. In cases where the data cleaning involved other languages which the researcher did not understand quite well such as Tshivenda, IsiZulu, and IsiNdebele, the researcher’s colleagues who are the relevant language practitioners assisted in cleaning such data. This was done in order to make sure that accurate data cleaning and coding takes place. It also entailed rectifying data entry mistakes that were entered incorrectly.

5.4 Analysis of the Interview Data Set

The interview data collected in this study consists of two data sets, namely; employee data set and residents’ data set. As explained in the previous chapter, the interview data set was analysed by identifying and coding frequencies of responses, similarities and differences. Each of the respondents was allocated a unique identity number to keep their identity anonymous. For instance, for residents the researcher used resident 1, resident 2, and so on, numbering them consecutively from 01 to 29. Themes that emerged were then identified, classified and then interpreted.

5.4.1 Employees Data Set

The extent to which employees of the Tshwane Metropolitan Municipality knew about linguistic rights drew various responses. Some of the employees explained that “they were aware of what linguistic rights are” while the others gave the indication that “they have an idea of what is meant by that” and others mentioned that “they do not know what linguistic rights entail. Seven out of the nine interviewed employees of the Tshwane Metropolitan Municipality indicated that they do know what linguistic rights, as enshrined in the

Constitution of the Republic of South Africa and other pieces of legislation, are all about. This translated into 78% of those who knew about linguistic rights and 22% of those who did not know (See table 1 below).

Table 1: Knowledge about linguistic rights

Knowledge of linguistic rights	Number of employees	Percentage
Do know	7	78%
Do not know	2	22%
Total	9	100%

Most of the respondents that the researcher interviewed signified that they think it is necessary for municipalities to have language policy and planning. All of them appeared to be in agreement of the need to have language policy and planning in the City of Tshwane Metropolitan municipality. In the words of one interviewee this is “in order to drive multilingualism in the area because the Tshwane area has residents who speak diverse languages”. Some of the respondents highlighted the necessity of the language policy and planning as important to address the language question and issues to this effect.

Employees of the City of Tshwane Metropolitan Municipality highlighted that it is necessary to have language policy and planning in the municipality in order to “set a language framework” so that the provision of language services can take place effectively. Several respondents also indicated that a language policy and planning is essential “to create viable legislative framework for implementation of language use” and to “build language awareness amongst the residents” so that they understand the important role that language play in the society.

A limited number of people among the respondents seemed to understand and know what the key objectives of the language policy and planning of the City of Tshwane Metropolitan entail. Some of the key objectives of the language policy and planning mentioned by the respondents included “the redress of language issues” and “to enhance language use

practicality”. “Achievement of multilingualism” and the “attainment of social transformation through language revitalization” appeared to be some of the key objectives highlighted by the respondents. “Social transformation” and the “officialisation of languages” seemed to come up more often amongst the respondents as key goals for the establishment of the language policy and planning.

On the question of some of the things that are working well in relation to the language policy and planning of the City of Tshwane Metropolitan Municipality, the respondents seemed to highlight diverse issues that they perceived to be functioning well within the municipality. Five out of the nine respondents, which can be converted to 55%, revealed that the “translation services was running well as part of the implementation mechanism of the language policy and planning in the municipality”. However, the other four, which translates to 45%, mentioned the “interpreting services in the municipality as working well and better when compared to other government departments” (see table below).

Table 2: Things that are working well in relation to the language policy and planning of the City of Tshwane Metropolitan Municipality

<u>Working well status</u>	<u>Number of employees</u>	<u>Percentage</u>
Translation services	5	55%
Interpreting services	4	45%
Total	9	100%

Other respondents brought to light that “language education campaigns by the municipality” is one of the things that are working well in relation with the language policy and planning because “some of the employees are being taken to training in the matters of language” and “the other departments within the municipality work together with the language services division to get their pamphlets and documents intended for public use to be translated”.

They further elaborated that “communication with the residents is being conducted in accordance to the language preferred by a particular resident” as another factor of what is working well with well in relation to the language policy and planning of the City of Tshwane Metropolitan Municipality. This included the “growing usage of the African languages in communicating with the residents” as a sign of one of the things that are working well in terms of the language policy and planning in the municipality.

Some of the things that are working well in terms of the language policy and planning are the “inclusion of the letterheads in every public document by the municipality. This was confirmed by residents (in their interviews below) mentioning the availability of that document in a language preferred by the residents” and that “internal communication also is done through multilingual measures”.

It appears that all the respondents were in agreement that linguistic diversity was a reality in the City of Tshwane because “the information setup in the community centres of the municipality was in the different languages”, and “the documents were being translated into the priority languages used in the areas of the municipality”. Employees’ responses also indicated that “attention is being given to linguistic diversity in the municipality”.

In terms of the question that sought to know if the interviewed employees know about the official languages of the City of Tshwane Municipality, six out of the nine interviewed employees, which translate to 67%, indicated that they do know which languages were official while three of them (33%) said that they do not know what all of the official languages were (See table 3 and figure 1 below). The majority of respondents seemed to be aware of what the official languages entail. This was apparent in their responses. They indicated that they were knowledgeable in terms of what is covered under the official languages.

Knowledge of the official languages of the City of Tshwane Metropolitan Municipality

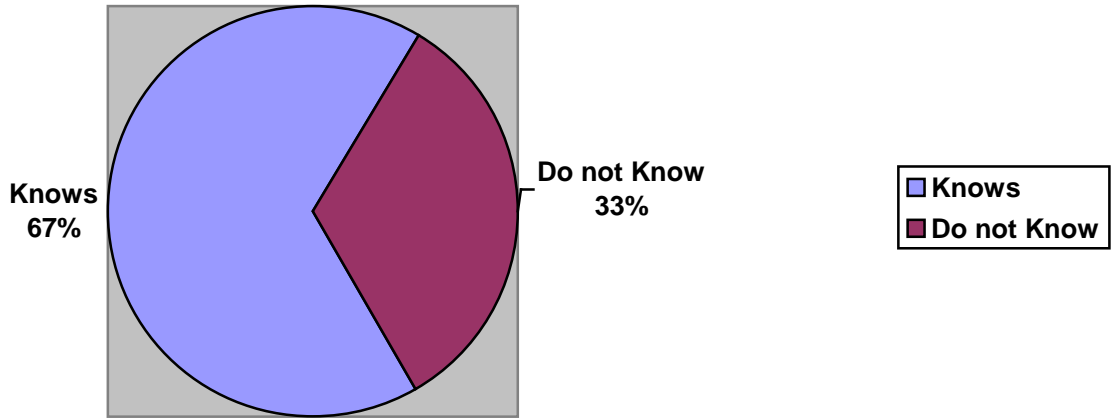


figure 1

The respondents also indicated that they knew about the language policy and planning of the municipality. They seemed to be aware of what the language policy and planning of the Municipality entails and what it covers. Seven of the nine respondents knew about the language policy and planning. Two of the nine respondents indicated that they did not know what the language policy and planning of the municipality entails as they said “it was not explained to us” (See table 4).

Table 4: Knowledge of Language policy and planning of Tshwane Metropolitan Municipality

Knowledge status	Number of employees	Percentage
Knows	7	78%
Do not know	2	22%
Total	9	100%

There seemed to be mixed responses from the respondents on the question of whether all official languages of the municipality are used equitably in the municipal offices. Most of the respondents (five out of the nine) agreed that the official languages of the municipality are used equitably. They were in agreement that “most of the documents that go out to the communities are translated especially out of the customer care centres that serve communities”. The other four respondents disagreed that the official languages of the municipality are used equitably. They pointed out that the reasons why they say that is because “English is the working language of the Municipality of Tshwane” and they highlighted that “verbal communication with the community is still a challenge”.

The respondents were of the view that the local official languages of the municipality that are covered on the language policy and planning of the City of Tshwane are represented in the local offices that serve residents. Five of the nine respondents agreed that “these official languages are represented in the local offices because the employees are placed in the local offices in accordance with their competency or fluency in the languages spoken in those regions”. They also agreed that “when the residents come to the local offices and speak African languages they are able to respond and talk to them in those languages”. However, the rest of the respondents indicated that the local official languages of the municipality are not represented in the local offices that serve because “English is usually the working language of the municipality” and “some of the departments in the municipality do not have translated documents into the local languages”.

On the question that sought to establish the language in which notices of the municipality usually come, there were mixed responses. Five of the nine interviewed employees agreed that the “notices usually come in three to four different languages which are the two dominant languages of that area and English”. The other 4 Respondents, however, emphasized that the “notices of the municipality mostly come in English” (See table 5).

Table 5. In which languages do the notices of the municipality usually come?

<u>Languages used for notices</u>	<u>Number of employees</u>	<u>Percentage</u>
In three to four local languages	5	56%

In English only	4	44%
Total	9	100%

On the question that sought to establish what would improve the use of the official languages in the municipality, again mixed responses emerged. Some of the respondents made mention of the fact that “increased measures in public awareness have to be created to inform the residents that they can request and get any document of the municipality in the language that they can read and understand”. The other key responses indicated that “the cooperation from the employees has to be sought so that they can serve residents in the languages that they understand” and “making them aware of the constitutional right of the residents to be served in the language that they understand”.

The respondents also highlighted the fact that “human resources capacity in the municipality offices has to be increased so that they can be able to serve residents in their own languages”. What came up often in the responses was that “financial resources have to be increased in order to support and implement the use of the official languages”. Further, respondents suggested “raising the standard of language training matters for the employees of the municipality”

Taking into account the question on what would improve the message of languages, to the community the respondents mentioned the different strategies which included “making the public aware about the fact that the municipality can offer them services in their own languages”, and “making the public aware of their linguistic rights”. The main idea that came up from the respondents was that of “increased funding of the community language projects such as interpreting services in the local offices that serve residents” and “increased budget in the language training matters”. A high percentage of the respondents also mentioned that the “language training matters need to be prioritized, especially to those employees working within the community customer care centres”.

It appeared that most of the respondents thought that multilingualism was used as an effective tool in the administration and communication processes in the municipality. Eight of the respondents seemed to bring to light that “most of the documents in the municipality have been translated into the different official languages even in those languages that are not official

languages but are predominantly used in specific areas”. However, some of the respondents indicated that “this is still work in progress as English dominated the administration and communication processes of the municipality”.

Different ideas were given by the respondents on the question on what they thought was a challenge when it comes to implementing the language policy and planning in the municipality. The challenges that were mentioned by the respondents included the “attitudes towards the use of the different languages by the employees of the municipality especially the African languages”, and “the “attitudes to the use of own languages by the residents”. Some of the other challenges that were mentioned also included “the lack of knowledge of the language policy and planning of the municipality by the residents and the employees”, “lack of implementation of this language policy by the employees”, “lack of awareness by the communities of the importance of using their own languages in communicating with the municipality”.

The respondents seemed to be aware of the challenges as they voiced their concerns over the lack of implementation of the language policy. Some of the challenges that they mentioned entailed “lack of financial commitment to language related matters such as translation and interpreting services by the municipality”. They also identified “lack of employee capacity as another challenge as well as the problem of the employees not knowing how to communicate using the languages that are spoken by the residents where the office is placed”.

A matter of concern to the employees was related to the question of whether there were any mechanisms for monitoring the use of official languages in the municipality. The majority of the respondents mentioned that “they have no knowledge of any monitoring mechanisms by the municipality on language usage”. Only a small percentage mentioned that “they used to be conducted in the past but they are not done anymore”. Some also mentioned that “the monitoring exercises were conducted by the language services section in the municipality by going to the different offices and checking how languages are used”.

5.4.2 Residents Data set

There is a general consensus amongst the interviewed residents about the knowledge of linguistic rights. Most of the respondents who were interviewed by the researcher indicated that they were aware of their right to use and be served in their own language when they are

engaging with the municipality staff at the offices. For instance, one of the respondents mentioned that “everyone has the right to speak their own language”, another one also mentioned that “I have a right to be served in my own language”. However, it appeared that a substantial number of residents interviewed were not aware of their linguistic rights. For instance, out of the 29 residents that were interviewed 12 of them indicated that that they do not know anything about linguistic rights.

The questions that sought to ascertain whether the residents have an idea of what the official languages of the City Tshwane Metropolitan Municipality were drew different responses from them. It appeared that most of the interviewed residents had no idea of what the official languages of the municipality that are authorised to be used in communication with the residents were. For instance, 66% of the interviewed residents indicated that they were clueless on what the official languages were (see Table 6 and figure 2 below). However, what also came up from the residents’ data was that they knew about official languages of the country but did not have any idea of what the official languages of the municipality entailed. A minimal number of them (31%) indicated that according to their knowledge all the official languages of the country were also regarded as official in the municipality.

Table 6: Knowledge of the official languages of the City of Tshwane Metropolitan Municipality

<u>Knowledge status</u>	<u>Number of residents</u>	<u>Percentage</u>
Knows	10	34%
Do not Know	19	66%
Total	29	100%

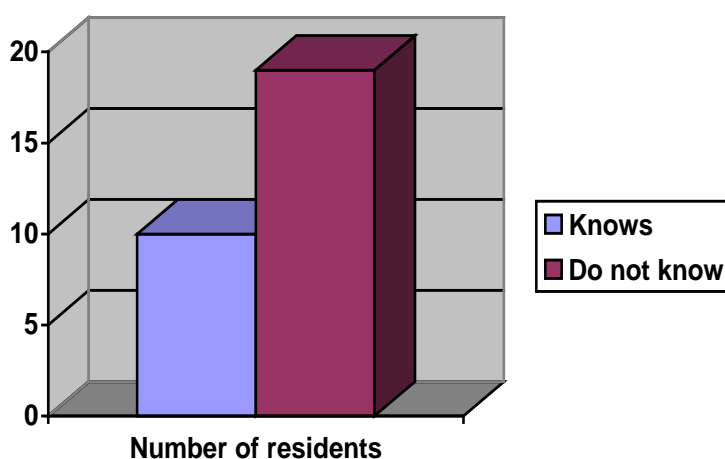


Figure 2 Knowledge of the official languages of the City of Tshwane Metropolitan Municipality

When the residents were asked if they knew about the official languages of the country, it appeared that most of them knew the official languages. They further elaborated on what they knew such as “they are eleven” and also knew what these languages were as they named them. Although some of the residents seemed to know about the official languages, it emerged that they do not know all other official languages except their own mother tongue.

Most of the interviewed residents seemed to express that English is the language that they are comfortable with and prefer to use when they go to the municipality offices. One of the reasons that they mentioned was “because we speak different languages; English is the language that assists us to understand each other”. Another reason mentioned by one of the residents was “because even though a lot of people use their languages, they are in a way not received. So if you use English, it’s better because language everybody knows it”. From the rest of the other interviewed residents, it emerged that they are comfortable in speaking their mother tongue, which means the different African languages.

Most of the respondents are comfortable communicating in English, or they are comfortable using English when communicating with employees of the municipality. However some people appeared to choose English not because they preferred it to their first languages, but because that is the only language that they could use for communication purposes in Tshwane. For instance, one respondent said that “I use English because I speak a different language like Xhosa and people in Tshwane don’t know it”. It would seem that some people use English because nobody is going to understand them if they use their own languages. In other words, to some respondents the use of English is not a matter of choice but for the sake of being understood when they speak to employees of the municipality. In addition, another respondent said “even though a lot of people use their languages they are in a way not received (not well understood); so if you use English it is better because it is a language that everybody knows”.

19 of the 29 respondents, which translate to 66% of the total number of respondents, indicated that they were not aware of the language policy and language planning of the municipality (see the Table 7 and Figure 3 below). This was clearly highlighted by a response from one respondent: “It has got no language policy. They used to have it before but now they are just mixing everything because if you look at the City of Tshwane itself the central is mixed up. We don’t know whether this is a Germany, or a China, or this is Venda or Zulu, it is just a mix up. It is just a rock and roll thing. There is no language policy here”.

Table 7: Language policy and language planning awareness (knowledge) amongst the interviewed residents

Awareness status	Number of respondents	Percentage
Aware	10	34%
Not aware	19	66%
Total	29	100%

Language policy and language planning awareness (knowledge) amongst the interviewed residents

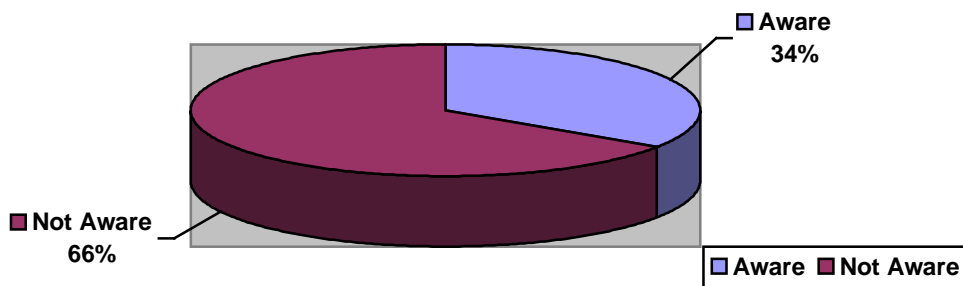


Figure 3

The residents seemed to indicate largely that they did not think that the local languages are represented in the offices of the municipality which serve local residents. Eighteen of them out the twenty-nine that were interviewed indicate that not all of the local languages are

represented in the municipality offices. They believed that “English and Afrikaans are the languages that are predominantly used in the municipality”. However, 11 of them pointed out that they believed that the local languages are represented in the offices of the municipality that serve residents. They mentioned that “they actually heard and saw the municipality employees using African languages to communicate with the residents”.

There was a general consensus among the residents that the official languages of the municipality are not treated equally. 19 of the residents cited that the languages were not treated equally as “some languages like English and Afrikaans dominated others and were used mostly”. Others also indicated that in Tshwane they “were forced to speak languages like Sesotho, Setswana, English and Afrikaans”. And the reason for that was because “the people serving them in the municipality offices think they are obliged to speak English and they see it fit not to speak their own language and they settle for English because most people are doing that”.

With regard to multilingualism in the municipality, what came out very strongly was that residents believed that multilingualism or linguistic diversity was not a reality in the municipality (15 out of 29 respondents). The rest (14 respondents) of them out believed that it was a reality because in Tshwane “there are people who speak the different languages and when they go to the municipality offices if people don’t understand them they would call someone who understand them to serve them”. It showed that there was almost an equal number the participants that agreed and those that did not agree.

In terms of the question that sought to understand if the residents receive the services in the language that they understand, 14 of the respondents indicated that they do not receive the services in the language that they understand because the services “are always in English” and in other instances “there are certain times whereby you come across certain offices whereby you try to communicate in English then they’ll say no they can’t speak in English, I better know some other local languages that I can use”. Fifteen of the respondents said “they receive services in the language that they understand which is English, Sesotho, IsiZulu or Sepedi”. However they mentioned that in some instances they receive information in “English without a translated version into the local language”. Also some of them said “this does not happen most

of the time” because most of the time you find out that they only use two different languages and English, only to find out that the language they have added it’s not your home language you, can’t even understand that and you can’t even get English straight”.

It appears that a lot of residents agree that the notices in the municipality are in a language that they understand. Twenty-one out of 29 respondents agreed that the notices are mostly in “two or three languages which are English, Afrikaans and one of the African languages which are Setswana, Sesotho or Isizulu”. The other 8 respondents indicated “the notices always appear in English whereas we’ve got people who are speaking Setswana mostly in this side and this other African languages”.

Residents seem to have mixed feelings in terms of what is done right and what is not done right by the municipality when it comes to language issues. In response to the question of what is being done wrong by the municipality when it comes to language issues a diverse of issues were highlighted by the respondents; a substantial number of the residents appeared to indicate that “they thought that there was nothing that was done right by the municipality when it comes to language issues”.

The other respondents highlighted the fact that English and Afrikaans were used in most of the correspondence or communication with the community members while the other official African languages were and partly used in some of the municipality offices. The respondents also put across their dissatisfaction on the issue that the employees were not proficient in the African languages spoken in the areas where those offices were based.

On the question of what was being done right when it comes to language issues, a handful number of respondents highlighted that they were spoken to in a language that they understand although it was not their mother tongue and that language was English. A majority of the respondents also mentioned that they did not actually know or see what was being done right by the municipality when it came to language issues because according to them “language related issues were not done right and there was nothing good that was being on that”.

With regard to the question that sought to find out some of the challenges that related to language issues in the Metropolitan municipality, this seemed to draw different ideas on what the respondents perceived as confronting the language matters in the municipality. Some respondents highlighted the challenge of “lack of translated documents into other official languages of the municipality” as a problem facing language issues in the City of Tshwane Metropolitan municipality. The respondents also highlighted the issue that “in the local offices which served residents the documents and notices were not translated into the official languages spoken by the residents who lived in those surroundings”.

The other challenge that seemed to be mentioned a lot by the respondents was that of communication. They mentioned that “communication barrier was being experienced by the respondents in terms of language being spoken to them by the municipality employees because they couldn’t all speak the same language”. It appeared that most of the respondents that were interviewed agreed that a major challenge to language issues was “that most of the City of Tshwane municipality employees at the service points did not understand the resident’s languages” and “could not speak the other official African languages of the municipality”. What also came up frequently among the respondents on this issue was that “the people employed to work with the residents have not been employed in accordance with the language they could speak, because they only spoke English”.

Lot of challenges such as “the frequent usage of English and Afrikaans in communication by the municipality and the employees” was mentioned by the respondents. Another challenge that emerged from the respondents’ data was the fact that residents were “being spoken to in a language that they don’t understand” and lack of practical usage of diverse languages in the municipality by the municipality and its employees.

5.5 DOCUMENT ANALYSIS

5.5.1 The Integrated Development Plans (IDP) of the City of Tshwane Metropolitan Municipality

Since the first democratic elections in 1994, the role of municipalities has changed drastically. A duty has also been placed on the local authorities such as municipalities to ensure that developmental policies and legislation are implemented to deal with the effects of Apartheid. The Municipal System Act of 2000 indicates that a municipality must formulate strategic plans

for 5 years, coinciding with the 5 year term of office of the political leadership. The following table shows the main objectives of the Integrated Strategic Plan of the City of Tshwane Metropolitan Municipality on language matters and the extent to which they have been achieved over a year period which is from 2007 to 2011.

Table 8: The Integrated Development Plans (IDP) of the City of Tshwane Metropolitan Municipality

Target	Achieved	Challenge/ not achieved	Not reported
To recognise the impact of broader issues such as communication for the successful implementation and eradication of backlogs.	There has been a strategic focus in upgrading the communication system for our customers.	No challenges mentioned.	Generalised reporting, no performance specifics provided.
Effective communication - educating and informing customers in a language they understand.	The municipality was awarded Pansalb multilingualism Award in 2007 for the municipality of the decade which promotes multilingualism as a champion in developing a language policy that ensures access to information and municipal services through all the languages of South Africa Translating and editing of external City of Tshwane forms, applications in line with the Tshwane Language		

	<p>Policy.</p> <p>Upgrading the communication system for their customers.</p> <p>Facilitating communication in the 11 official languages.</p>		
A duty is also placed on the local authorities to ensure that development policies and legislation are implemented	Redesigning external communication in line with the Language policy		No performance specifics provided

5.5.2 Analysis of the Integrated Development Plans (IDP) of the City of Tshwane Metropolitan municipality

According to the above table (see Table 8), the Municipality made some commendable achievements. These include the upgrading of the communication system; the promotion of multilingualism which led to the municipality winning the 2007 PanSALB Multilingualism Award for the Municipality of the Decade; and facilitating communication in 11 official languages.

With regard to the promotion of multilingualism the Municipality should be commended particularly for winning the Multilingualism and Nation Building Municipality of the Decade award in February 2008. However multilingualism award was based only on the fact that they developed an inclusive multilingual Language policy. With regard to editing and translation the municipality is indeed doing very well. For instance the 2007/2008 Annual report indicated that the municipality achieved 88% of their translation and editing targets. The question is have they improved or how far has the municipality improved on that? Nevertheless, what is important is the successful implementation of the policy which is not reported in detail in the annual reports that formed part of this analysis.

While the municipality has performed well in terms of redesigning external communication tools as reported in the above table, there is inadequate or no specific reporting in terms of the actual implementation of such. Not all annual reports of the Municipality are specific in their reporting on the actual performance of the Municipality when it comes to language matters. For instance, the 2008/2009 does report at all on any language targets reached. It did not provide specific information in terms of the extent to which the targets have been achieved which makes it difficult to measure or to assess whether a target has been achieved or not. The use of monitoring and evaluation framework would be more appropriate for reporting on this target. It was not clear how far the Municipality had gone in terms of achieving on this target. Both achievements and challenges, if any, were not clear.

5.5.3 Language Policy of the City of Tshwane Metropolitan Municipality

It is an open secret that prior to 1994 English and Afrikaans were the only two official languages that were used in municipalities. However, in 1994 the wind of change blew across all spheres of government including Municipalities and in particular, the language set-up and their use within municipalities. It was for that reason that the Language Policy of the City of Tshwane was developed. Clause 1 of the Language Policy of the City of Tshwane says that “in order for the Municipality to achieve optimal community participation, it will have to serve its residents in the language they understand best”. The following Table shows the main objectives of the Language Policy of the City of Tshwane and the extent to which they have been achieved over the four financial year period: 2007/8 to 2010/11.

Table 9: Language Policy of the City of Tshwane

<i>Target</i>	<i>Achieved</i>	<i>Not Achieved</i>	<i>Not Reported</i>
To translate the language rights enshrined in the Constitution into a coherent and effective approach to multilingualism in the Municipality.	Editing, translation and proofreading services for all departments and offices of the municipality Promote multilingual provision of		

	services in line with the language policy and legislation to internal and external clients		
To promote the equitable use of the official languages of the Municipality.	Facilitating communication in the 11 official languages.		
To facilitate equitable access to municipal services and information.	The value system of the municipality was based on the promotion of the mutual respect and non-discriminatory policies and practices.		
To redress the linguistic inequalities of the past which resulted in the underdevelopment of the African languages.	Effective communication – educating and informing customers in a language they understand and listening to them.		
To protect language diversity and promote respect for multilingualism and unity in diversity.	Promote multilingualism in terms of legislation and in line with the Tshwane Language policy.		
To use multilingualism for effective administrative and communication processes within the Municipality.	The municipality was awarded Pansalb multilingualism Award in 2007 for the municipality of		

	<p>the decade which promotes multilingualism as a champion in developing a language policy that ensures access to information and municipal services through all the languages of South Africa</p>		
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5.5.4 Analysis of the Language policy and Planning of the City of Tshwane

The Table shows the main targets of the Language Policy of the City of Tshwane and the extent to which they have been achieved over the four financial year period: 2007/8 to 2010/11. The municipality should be commended for achieving 88% of the target translated and edited documents which were reported. However the report is very silent as to which languages were the documents translated into. Further did the editing include documents written in the African languages? In addition to that did the municipality ensure that the residents had access to these documents because the residents' interview data showed that a significant number of residents were unaware about the language policy itself, the right to use their languages when communicating with the municipality, and the right to be communicated to in their own languages?

The Municipality should also be praised for reporting on the performance statistics with regards to interpreting targets they reached. Nevertheless the way in which effective approach to multilingualism in the municipality was reported did not have clear and detailed information. For instance, it only focused on the multilingualism award they received and less on the implementation and monitoring and language use in the municipality.

In terms of the target for the equitable use of the official languages of the Municipality, the report only points out the statistical indications of the targets achieved in terms of editing,

translation and proofreading achievements. There is no clear information provided with regards to how this is applied in practice in all the official languages of the municipality.

The 2007/ 2008 reports focused only on the editing, translating and interpreting services offered by the municipality. The 2008/2009 report brings to light only the intended language projects by the municipality and is silent on other language related matters or achievements. The 2010/2011 report only mentioned language support for foreign visitors during the world cup and no specific report on achieved language use targets. While the municipality has an impressive language policy which affords recognition to its areas, however, the reports do not highlight clearly the main target and achievements with regards to language use in the municipality. These targets were not identified and less information was given with regards to how multilingualism was and is continuing to be implemented in the municipality.

There are gaps with regards to the achieved target. Language related matters are not reported adequately and when they are reported it is just vague information with no plain account. Local government in South Africa is still undergoing radical changes as part of national transformation, and the integration of smaller municipalities into the bigger ones also forms part of this change. Nevertheless, as much as municipality structures are being changed and improved, the redress of the linguistic inequalities of the past which resulted in the underdevelopment of the African languages should form a critical part of this transformation in the municipalities. The annual reports only mention the intended language projects, for an example, the Telephone Interpreting Project which entails a South African sign language interpreting service via videophone for the customers of the municipality and the accommodation of foreign languages alongside the official languages. Further, reasonable time of implementation of these projects is not set nor does it mention the intended achievements.

5.6. Emerging Themes

The following themes emerged from the analysis of the different datasets analysed in this chapter:

- Knowledge of the language policy by residents of Tshwane Municipality;
- The importance of using own languages in communicating with the Municipality;

- Monitoring the use of official languages;
- The use of English for communication purposes;
- Municipal employees' ability to speak official African languages;
- Knowledge of the official languages of the municipality by residents and employees
- Key challenges to the implementation of the language policy in the Municipality
- Multilingualism within the Municipality
- Receipt of services in the language that residents better understood.

SECTION B

5.7 FINDINGS OF THE STUDY

5.7.1 Introduction

This section will give a report of the data analysed in Section A of this chapter and to bring out the findings of the study with a focus on the language policy and planning in the City of Tshwane Metropolitan Municipality: the challenges of implementation. If taken into cognisance, the findings of this study have a potential to improve the language policy and planning in the City of Tshwane Metropolitan Municipality. This study should serve as a monitoring tool for language policy and planning in the municipality.

5.7.2 Emerging trends

A number of trends have emerged from the data as analysed from the previous chapter. These trends point towards the findings of the study. These trends seem to provide answers to the key questions of the study as raised in Chapter 1. Trends in research are regarded as the practice of collecting information and spotting a pattern, or trend, in the information (Iowa State University of Science and Technology 2006: 1). The following are the trends that came out strongly in the study.

A) Lack of or inadequate knowledge of language policy and planning by residents of the City of Tshwane Metropolitan Municipality

It came out strongly in the analysis of residents' that they do not have adequate information when it comes to knowledge of language policy and planning of the City of Tshwane Metropolitan Municipality. This was reflected clearly when a substantial number of the respondents indicated that they did not know anything about the language policy and

planning of the municipality. Most of them pointed out that they did not know about language policy and planning of the municipality and that they thought that the municipality did not have a language policy and planning document. Lack or inadequate information about language policy and planning amongst residents emerged as the main reason for resident's lack or inadequate knowledge about policy and planning within the Municipality.

B) Knowledge or awareness of the language policy and planning by the employees of the City of Tshwane Metropolitan Municipality

It became evident in the data analysis that some of the employees knew and understood what the language policy and planning entails. This was backed up by a substantial number of the respondents who indicated that they knew about the language policy and planning of the municipality. These employees pointed out quite strongly that the language policy and planning has assisted the municipality in achieving better communication with its residents.

Some of the key responses from which the trend emerged included the fact that “language policy and the planning set a framework for language use. Firstly, in terms of knowing what languages are going to be official; secondly, in terms of how, without a language, one would not be able to ensure that the language question is addressed. What underscored this trend was the employees’ understanding that “without a language policy it becomes difficult to provide for language services”.

C) Inadequate knowledge of the language policy and planning objectives by the residents

It is clear from the analysed data that a significant number of the employees and the residents did not have an idea or know what the language policy and planning of the municipality covers. They only knew about the name of the policy but did not know what the policy and planning intended to achieve. The respondents pointed out issues like “the language policy and planning has not been explained to us”. In fact, some knew very little or nothing about the existence of the language policy and planning of the municipality to such an extent that they could not even elaborate further about the policy although they were employees and some residents of the municipality for a long time.

D) Inadequate knowledge of the objectives of the language policy and planning of the City of Tshwane Metropolitan Municipality by the employees and the residents

A trend that emerged from the data analysis was the lack of the correct knowledge of the objectives or purposes of the language policy and planning of the municipality by the residents and the employees. It appeared that among those that knew about the language policy and planning there are some who did not know about its correct purposes thereof. Among those who said they knew what the key objectives are mentioned some of the key objectives as including “the redress of language issues” and “the enhancement of language use practicality”. “Social transformation” and the “officialisation of languages” seemed to come up more often amongst the respondents as key objectives for the establishment of the language policy and planning.

E).Inadequate public awareness programmes/campaigns in terms of the linguistic rights of the residents

An interesting trend from the data gathered indicated that there is inadequate public awareness or campaigns in terms of linguistic rights by the municipality amongst the residents. Most of the respondents did not know what the linguistic rights are. They did not even know that the Constitution of the Republic of South Africa affords recognition for them to be served in the language they speak and understand.

However, from the data analysed in Section A of this chapter there emerged an interesting trend which gave an indication that amongst the respondents that knew about the linguistic rights as guaranteed in the Constitution of South Africa, however, some did not know that these form the basic core of the language policy and planning of the municipality. That also suggested that although some of the respondents knew about linguistic rights, they did not fully apprehend what they involved. This was shown in the responses such as “I have heard about linguistic rights but I don’t know that much about them”. Such responses indicated that public awareness needs to be raised about the importance of affording the public the right to use their own languages for service delivery.

In addition, it emerged from data analysis that there is lack of language related campaigns for the residents to ensure that they are informed about language policy, multilingualism and their linguistic rights. One of the respondents alluded to the fact that “there is a need to reclaim and restore the dignity of all languages through conscious actions and interventions and this has to be emphasised. There is a need to set up a communication and marketing forum where issues around language use will be communicated to the public”.

F) Lack of financial commitment or investment to language related matters and language training

It came out strongly from the respondents that there is lack of financial commitment or investment to language related matters and language training for employees. One of the respondents, for instance, mentioned that “there’s a lot that I think could be done if language related matters had budget for that, but that budget is not there”. The analysed annual reports were also silent on budget allocated for language related matters. It also emerged from the respondents that the language training matters need to be prioritized, especially to those employees working within the community customer care centres.

It became noticeable from the responses that lack of language training for the employees was a problem in the municipality’s service delivery approaches. Employees’ data indicated unambiguously that there were still gaps in terms of language training for the employees of the municipality so that they can be able to know the different languages and be able to communicate with the community. Further, a trend came out strongly that suggested that the municipality did not have people to assist in interpreting languages that the employees could not speak (this trend is discussed in further in number H. below). This was a further illustration based on the fact that empowerment of employees should be encouraged by taking them to training in language related matters.

G) Inadequate diverse language proficiency or multilingual skills amongst the employees of the municipality

As already mentioned in number F above, data analysis highlighted that there was inadequate diverse language proficiency among the employees of the municipality. The following response which emerged from employees’ data indicates this trend in the following words by one of the respondents: “we face a challenge in terms of the attitudes towards speaking other languages. People can’t see the sense of why should they speak different languages especially when it comes to the African languages”.

The residents also pointed out their frustration of being served by an employee who is not proficient in a specific language. These were explained by the responses such as “most of the City of Tshwane municipality employees at the service points don’t understand the resident’s languages” and “cannot speak the other official African languages of the municipality”. The

employees were regarded as not being “proficient in the African languages spoken in the areas where those offices are based”.

H) Lack of equitable use of official languages in the municipality

It came out strongly from the majority of the respondents that there has been lack of equitable use of the official languages in the municipality. The respondents cited that the languages were not treated equally as “some languages like English and Afrikaans dominated others and were used mostly”. It emerged strongly from the data analysis that the respondents felt that they “were forced to speak languages like Sesotho, Setswana, English and Afrikaans”. And the reason mentioned was that “the people serving them in the municipality offices think they are obliged to speak English and they see it fit not to speak their own language and they settle for English because most people are doing that”. Linked to this emerging trend is the persistent dominant use of English and Afrikaans for formal communication purposes within the municipality, which is discussed in detail in the next point below.

I) English and Afrikaans still dominant languages of communication in the Tshwane Metropolitan Municipality

Another trend that emerged from the data analysis related to the fact that English and Afrikaans, the two previously advantaged languages still dominate the communication space in the Tshwane Metropolitan municipality. It also emerged so strongly that some residents of the Tshwane Municipality were left with no other option but to choose to communicate in English when they visited the municipality for services. In addition to that, residents chose English over their mother tongues not because they prefer it over their own mother tongues but “because they are not well received or not well understood when they speak in their own languages” according to one of the interviewed residents.

It also emerged from the data analysis that African language speakers, in the words of one of the interviewed residents, “would rather use English and try writing a letter in English which they are not fully conversant with and we can’t actually make up what that person was trying to say. There’s always that sense among black people that they are obliged to speak English and not their own languages”. It particularly emerged from the data analysis that English and Afrikaans were used mostly in correspondences or communication with the community

members while the other official African languages were partly or not used in some municipality offices.

This observation or trend was also supported by employees of the municipality. In the words of some of the interviewed employees: “English is the language of record in the municipality”; “people can’t see the sense of why should you use African languages to communicate with the others”. The question is: Why is English the only language of record for the municipality in the era where multilingualism is supposed to be the norm in the municipality?

What came out strongly with regards to the notices of the municipality especially in the areas regarded as townships was that they “were usually two or three languages which are English, Afrikaans and one of the African languages which are Setswana, Sesotho or IsiZulu”. The other indications were that “the notices always appear in English whereas there were people who were speaking African languages in the township areas”. In addition, the interviewed residents pointed out that they would sometimes receive documents in English without a translated version into other local languages (this is discussed in detail in the next point).

J) Failure by the municipality to translate some documents into some African languages spoken in the municipality

As already cited in the previous section, the failure by the municipality to translate documents into some African languages spoken in the municipality emerged from the data analysis as one of the key trends. This trend emerged quite often from residents’ data such as captured by the following response by one of the interviewed residents: “The notices always appear in English whereas we’ve got people who are speaking Setswana mostly in this side of the Municipality and these other African languages”. An amazing thing was that even in the local offices which serve residents at a local level the documents and notices are not translated into the official languages spoken by the residents who live in those surroundings.

In sharp contrast to what the residents’ data suggest in the paragraph above, the employees’ data plus the municipality’s annual reports (2010/11 and 2007/08) seem to suggest that the municipality is doing well with regards to editing and translation services. There was an indication among the employees that “although the municipality has not reached its projected

targets in terms of translation and interpreting (see Section A), the municipality so far seems to be doing well in terms of translation and editing”.

The main question is: if the Municipality is doing well with regard to translation and interpreting services, why are residents on the ground still not satisfied about the translation of things such notices and other documents of the municipality? To what extent has the municipality taken the views and needs of the residents with regard to their translation and interpreting services? Are these services guided and informed by the needs of residents? The fact that ordinary residents on the ground are not satisfied with the municipality’s translation and interpreting services should be a cautionary sign to the municipality that something is not going well and that something needs to be corrected. Probably the translated documents are not effectively disseminated to reach to community members but rather translated for the sake of fulfilling the language policy but not its objectives.

K) Lack of monitoring and evaluation strategies or tool for the implementation of language policy and planning within the municipality

Another critical trend that came out strongly from the data analysis was that the municipality did not have a monitoring and evaluation strategies or tool for the implementation of language policy and planning within the municipality. The analysis of the employees’ data set pointed clearly to the existence of this gap or challenge. Whereas some employees indicated that “they have no knowledge of any monitoring mechanisms by the municipality on language usage”; others argued that “they used to be conducted in the past but they are not done anymore”.

L) Lack of monitoring mechanisms for language use within the Tshwane Metropolitan Municipality

A large number of the respondents strongly agree that there is lack of monitoring for language use within the Tshwane Metropolitan Municipality. Most of them attributed the “monitoring exercises as a task assigned to the language services section in the municipality”. Most of the respondents did not even know about the monitoring mechanisms of language use within the municipality. The majority of the respondents mentioned that “they have no knowledge of any monitoring mechanisms by the municipality on language usage”.

M) Challenges to the implementation of language policy and planning in the municipality

It became evident within the data analysed that the respondents were aware of the challenges to the implementation of the language policy and planning. The respondents mentioned diverse issues that contribute to the challenges of implementation of the language policy and planning. Some of the issues they identified are “lack of employee capacity as well as the problem of the employees not knowing how to communicate using the languages that are spoken by the residents where the office is placed”. Some other concerns raised that contribute to the challenges of implementation of the language policy included “attitudes towards the use of the different languages by the employees of the municipality especially the African languages”, and “the attitudes towards the use of own languages by the residents”.

5.8 Key findings of the study

From the above trends the following key findings emerged as the key findings of the study:

- There is lack of and inadequate knowledge of the language policy and planning among the residents of the City of Tshwane Metropolitan Municipality.
- There is adequate knowledge or awareness of the language policy and planning among the employees of the City of Tshwane Metropolitan Municipality.
- There is inadequate knowledge of what the language policy and planning objectives are or what it covers among the residents and employees of the City of Tshwane Metropolitan Municipality.
- There is Inadequate public awareness programmes/campaigns in terms of the linguistic rights of the municipality’s residents.
- There is lack of financial commitment or investment to language related matters and language training for the employees of the City of Tshwane Metropolitan Municipality.
- There is inadequate diverse language proficiency or multilingual skills among the employees of the municipality.
- There is lack of equitable use of official languages in the municipality.
- English and Afrikaans are still dominant in terms of the usage by and communication within the municipality.

- There is failure by the municipality to translate documents into some African languages spoken within its areas.
- The municipality seems to be doing well with regards to editing and translation services. However, there are still gaps that need to be addressed in this regard.
- There is lack of monitoring and evaluation strategies or tool for the implementation of language policy and planning within the municipality.
- There are still challenges to the effective implementation of language policy and planning in the municipality.

5.9 Implied key challenges to language policy and planning in the City of Tshwane Metropolitan Municipality

- Inadequate knowledge of the language policy and planning amongst the residents of the City of Tshwane Metropolitan Municipality
- Inadequate knowledge or awareness of the Language policy and planning by the employees of the City of Tshwane Metropolitan Municipality
- Inadequate knowledge of the objectives of the language policy and planning by the residents and the employees of the City of Tshwane Metropolitan Municipality
- Inadequate language related campaigns by the municipality
- Lack of financial commitment to language related matters by the City of Tshwane Metropolitan Municipality
- Lack of financial investment to language related trainings for the employees of the City of Tshwane Metropolitan Municipality
- Inadequate language proficiency skills amongst the employees of the City of Tshwane Metropolitan Municipality
- Inadequate multilingual skills amongst the employees of the City of Tshwane Metropolitan Municipality
- Lack of equitable use of the official languages of the municipality
- Dominance of English and Afrikaans in the municipality in terms of usage and communication throughout the municipality
- Lack of translation of documents into the other official African languages of the municipality there are gaps that need to be addressed in this regard.
- Lack of monitoring and evaluation strategies or tools in terms of language policy and planning implementation in the municipality

5.10 Conclusion

Having a policy document or a strategic plan alone is not sufficient. The Municipality should develop and have a policy implementation strategy which will have clear targets and deadlines. In addition to that, they also need to develop policy implementation enforcement strategy which will ensure that the policy is successfully implemented. Also, they need to have monitoring and evaluation strategy which will assist them to measure the extent to which they are succeeding in implementation through which they can determine whether they are on the right track or not in terms of implementation, and to assess whether they are achieving their set targets or not and what needs to be done going forward. It is also very important, for the Municipality to improve reporting method.

There is a serious need for the annual reports of the Municipality to clearly, adequately and consistently report on the set targets that relate to language matters. Further, it is very crucial for the Municipality to ensure that they report the performance of the Municipality against set targets in a clear format. This will clearly depict whether the Municipality was able to achieve its set targets (on language matters) or not and the challenges that account for a failure to achieve set targets, if any. The emerging themes, trends, findings and key challenges only show one thing that there are obstacles to the implementation of the language policy and planning in the municipality which need to be taken into cognisance so that better implementation strategies can be incorporated.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

The study was set out to explore language policy and planning in the City of Tshwane Metropolitan Municipality: the challenges of implementation. In Chapter 2, the literature review on this subject was incorporated to highlight different researcher's thoughts on the extent of implementation of the language policy and planning in the country and in the City of Tshwane Metropolitan municipality before and after democracy. It has identified the policy matters in relation to the overall policies that relate to language policy and planning in Chapter 3. Methodological processes and procedures employed in collecting data for this study were explained in detail in Chapter 4 as well as the justifications for selecting these processes and procedures. Analysis, emerging themes in the analysis and the key findings were presented in Chapter 5.

This chapter provides an overview of the thesis, the recommendations for the municipality and for future research.

6.2 Overview of language policy and planning implications for the municipality

The new democratic South Africa brought with it the new system of service delivery in the municipalities, which entailed that basic service can be delivered according to an organized plan and made it easy for the national government to be within the reach of local communities. The Municipal Systems Act (32, of 2000) was directed at providing for the core principles, mechanisms and processes that were necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, to ensure universal access of essential services for effective community participation.

Language was thus seen as a way of ensuring that municipalities and communities move progressively towards ensuring universal access of essential services. The provision of language usage by the municipalities in the Constitution of the Republic of South Africa of (1996) and the Municipal Systems Act (2000) also draws attention to the importance of involving communities and community structures in matters of local government, and the language factor is seen as central to their participation (Constitution of the Republic of South Africa, Act 108 of 1996).

The City of Tshwane, like the entire country of South Africa has a rich linguistic ecology. This in itself is proof that language issues in the municipality need not to be taken for granted. Language, in terms of South Africa's Constitution is a basic human right, and multilingualism is regarded as a national resource (Wright, 2004: 175).

It is too easy for some people to ignore the difficulties that poor, elderly or rural people may face in dealing with administrators, and government service providers, particularly in municipalities, who cannot, or will not, speak an African language. The important issue to consider is that municipalities are the local extension of the national government and they should be able to reach out to the communities in the languages that they understand..

Webb (2002:6) emphasised that language policy and planning is as important as any other aspect of economic planning because it forms part of the national development plan. The City of Tshwane needs to realize the importance of language policy and planning in all its daily operations. That is why language policy and planning is embodied in the Constitution and other legal documents such as the Language in Education Policy of the Department of Education.

The language policy of Tshwane Metropolitan Municipality which was adopted in 2007 highlighted the municipality's intention to implement multilingualism in its regions. The same policy was also revised in 2009 in order to make room for its evaluation and monitoring thus making sure that corrective measures are taken for its development and implementation..

As a resident of the Mabopane Township, which falls under the Tshwane Municipality jurisdiction, and in conducting the interviews with the employees and residents of the municipality, the researcher came across instances of language use in external communication in the offices of the Municipality that the official African languages were minimally or not used at all. There were clear signs that there are challenges to linguistic transformation in the municipality. The researcher also noticed that there were obstacles to achieving the government's dream of having a multilingual society as attitudes, language use, ethnic interactions, language preference patterns, language growth and shift make this harder (Mutasa, 2000: 5). There were signs of the slow linguistic development of the municipality in terms of human resources, education, economics and politics although democratic era government has been in power for over 18 years.

Unless the government is consistent in its language practices and beliefs, and in dealing with contextual forces that come into play, the language rights that are protected in the Constitution and other legislations are not likely to be effectively implemented. Increased access through written and spoken communication in the African languages has the ability to contribute positively to better democratic practice and participation (Ridge 2004: 205).

6.3. Recommendations

The theoretical arguments on language policy and planning by the different authors justified that there are challenges to language policy and planning not only in the City of Tshwane Metropolitan Municipality but in South African government departments as a whole.

Several challenges to language policy implementation in the municipality were highlighted in Chapter 6. It is recommended that the City of Tshwane Metropolitan Municipality work on these. The empirical findings of the study pose several implications for the municipality. The research has gone some way to explore what the challenges of the implementation of language policy in the different areas of the municipality such as the Mabopane, Soshanguve, and Pretoria Central. In the empirical findings there were several issues that the City of Tshwane Metropolitan Municipality should consider.

- It is recommended that the municipality has consider initiating public campaigns through the use of different forms of media (community radio stations, local newspapers, films, musical shows, and theatre) in the different municipality areas in order to inform the residents about the existence of its language policy and planning and educating them on matters related to such including linguistic rights (Bamgbose, 1999: 22).
- The implications of the findings for the municipality also entail that it is the duty of the City of Tshwane Metropolitan Municipality to ensure that there is the spread of knowledge and maintenance of the language policy and planning to its residents.
- Awareness needs to be raised about the importance of multilingualism for effective service delivery to the municipality's employees.
- The inadequate language proficiency or multilingual skills among the employees of the municipality should be taken seriously and practical steps to deal with this has to be put in place so that effective communication can be facilitated between the municipality and its community.

- There is a need to viable and practical language policy awareness to the employees of the municipality so that the right and proper knowledge with regards to language policy and planning can be provided to them.
- The employees, especially those working directly with the residents of the City of Tshwane Metropolitan Municipality, should be taken language related training so that they can improve their proficiency in the local languages spoken in the offices that they work in.
- There should be some form of organisational performance structure to ensure that the employees of the municipality adhere to the turnaround outcomes of transformational strategies of the municipality, especially in terms of language related matters.
- It is suggested that there needs to be a correspondence between municipality's language policy statement and real language practice.
- Practical measures of Implementation with regards to the language policy and planning needs to be on the top of the transformational agenda of the City of Tshwane Metropolitan Municipality.
- The language policy implementation should become an immediate objective of the municipality and not just be there be on paper only also in practice.
- Practical use of diverse languages in the municipality needs to be set in motion since the municipality received the multilingualism award in 2007 and multilingualism should be used as an effective tool in the administration and communication process in the municipality.
- An improvement in the practical functionality of the language policy and planning of the City of Tshwane Metropolitan Municipality should be on the top agenda of the municipality because all the official African languages have a vital role to play in the Tshwane society and there is a dire need for their use.
- The dominance of English and Afrikaans should be minimized by increasing the rate and target of translated documents of the municipality, especially those intended to be used by the residents.
- Language matters in the municipality should be regarded as important in the provision of services because many residents of the municipality speak different languages and the provision of services cannot be limited to a particular language only.
- An increased access through written communication in other official South African languages would be conducive to better democratic practice and participation by the society of the municipality (Gough, 1996: 1).

- It is highly possible for the other official languages spoken in the City of Tshwane Metropolitan Municipality to be used equally alongside English and Afrikaans.
- It is recommended that the other official languages in the City of Municipality should be energetically used and maintained alongside English and Afrikaans (Alexander, 2000: 5).
- Good lessons must be learned from the use and development of English and Afrikaans in the municipality and be applied practically in the upgrading of the other official languages.
- The municipality needs to put in place a monitoring mechanism for the language use in the municipality.
- There should also be a monitoring tool for the use and implementation of the language policy and planning from time to time in the municipality satellite offices.
- Commitment to language related matters should be prioritized by the municipality also in its satellite offices.
- Funding language matters such as language training courses for the staff of the municipality, and dedicated special funding for the translation of documents of the municipality should also be increased and language related matters should be taken as seriously as economic development matters in the municipality.
- Employees' capacity should be increased, especially in the local offices which serve townships so that the employees who are proficient in the locally spoken languages should be based in those satellite offices.
- All the official languages of the municipality should be treated equally and the greatest respect and care has to be exercised to ensure that no language dominates another.
- Funding to community language projects such as community interpreting during community events should be reviewed.
- The use of the other official languages, especially the African languages, should not be limited to oral communication in the City of Tshwane Municipality satellite offices only but should be used in all the pamphlets and public notices as often as possible and not on a limited number of documents and pamphlets.
- The municipality should report extensively and explicitly on its language related matters so that its progress can be clearly measured.

6.4 Recommendation for future research

It is recommended that more research needs to be conducted with regards to the monitoring mechanisms that should be used to monitor the use and implementation of language policies.

There is dire need for more case studies on the implementation of language policies and planning to be conducted in all the different 9 municipalities in South Africa in order to be able to measure the extent and the challenges met by these so that real time measures can be put in place.

6.5 Conclusion

It is noteworthy that this thesis has shown that there are challenges to successful implementation of the language policy and planning in the City of Tshwane Metropolitan Municipality. It is argued in this work that these challenges impede on the successful implementation of the language policy and planning in the municipality. The municipality has to confront these challenges, and put measures identified in this research in place to tackle this and to respond to the language use and preferences of their local residents. Multilingualism has to take root in local government.

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Appendices

Appendix A: Letter of permission to the municipality to conduct interviews with employees of the City of Tshwane Metropolitan Municipality

P. O BOX
The
January 2012

City of Tshwane Metropolitan Municipality
POBox
Pretoria
0001
Republic of South Africa

Dear Sir/Madam

Request for permission to conduct interviews with the employees for a research project on the Language Policy and Planning of the City of Tshwane Metropolitan Municipality: the challenges of implementation.

My name is Keabaka Seshoka, and I am a student at the Rhodes University in Grahamstown, Eastern Cape. The research I wish to conduct for my Master's thesis involves Language Policy and Planning of the City of Tshwane Metropolitan Municipality: the challenges of implementation. This project will be conducted under the supervision of Professor Russel Kaschula, Head: School of Languages, and by Dion Nkomo at the School of Languages; African Languages section at Rhodes University, South Africa.

I am hereby seeking your consent to interview your employees who work in the municipality offices as participants for this project. I have provided you with a copy of my thesis proposal as well as a copy of the approval letter which I received from the African languages section in Rhodes University to conduct this research.

Upon completion of the study, I undertake to provide the City of Tshwane Metropolitan Municipality with a bound copy of the full research report. If you require any further

information, please do not hesitate to contact me on 078, and my email address is

Thank you for your time and consideration in this matter.

Mrs K.O.P Seshoka

Appendix B: Letter of permission from Rhodes University: School of languages



RHODES UNIVERSITY

Grahamstown • 6140 • South Africa

SCHOOL OF LANGUAGES • P.O BOX 94 GRAHAMSTOWN • Tel: +27
466038222 • Fax: +27 466038960 • email: r.kaschula@ru.ac.za

17 April 2012

To whom it may concern

Research - Ms Keabaka Omphile Seshoka

Ms Keabaka Omphile Seshoka is a postgraduate student in the African Language Studies Section in the School of Languages at Rhodes University, Grahamstown. Her research has been approved and is supported by the University Higher Degrees Committee.

Ms Seshoka requests permission on behalf of the university to do research pertaining to language issues within municipal structures.

I kindly request your support in allowing her to conduct such research.

Yours sincerely

Russell H Kaschula

Prof Russell Kaschula

Head: School of Languages

www.ru.ac.za

Appendix C: Consent form for the respondents

Consent form to participate in the Interviews

I hereby agree to participate in research with Keabaka Omphile Precious Seshoka regarding Language policy and language planning: the challenges of Implementation. I also give her permission to audio-record it for the purposes of data collection or her study. I understand that I am participating freely without being forced in any way to do so. I also understand that I can stop this interview in any point should I not want to continue and that this decision will not in any way affect me negatively.

The purpose of this study has been explained to me and I understand what is expected of my participation and that the interview data will be used in the reports for the study.

Signature of participant

Date

Appendix D: Interview Guide

1. Introduction
2. Explanation and description of the purpose and nature of the study
3. Explanation of the terms of confidentiality and ethics in conducting the interview such as:
 - No financial gain will arise for partaking in the study as it is on voluntary purposes
 - Explanation that no real names will be used but pseudonyms will be used.
 - Obtain written consent to partake in the study and for usage of the audio-recording to capture the interview and use it in the report
4. Explanation of the format of the interview
5. Indication of how long the interview is expected to take
6. Verify the correct working condition of the tape recorder
7. Ask one question at a time
8. Remain neutral as possible through the duration of the interview
9. Provide transition between major topics during the interview
10. Provide contact information of the interviewer

APPENDIX E: Interview questions for the employees of the City of Tshwane Metropolitan Municipality.

- A. Do you know anything about linguistic rights?
- B. What languages does the municipality cater for in its municipality offices?
- C. Do you know about the official languages of the City of Tshwane Metropolitan municipality?
- D. What is it that you know with regards to the official languages of the City of Tshwane metropolitan municipality? Can you just highlight a few points on that?
- E. Does the Municipality have a language policy and plan?
- F. Do you think it is necessary for municipalities to have language policies and plans? Why?
- G. What are some of the key objectives of the language policy of the City of Tshwane metropolitan Municipality?
- H. How has the existence of this language policy and planning been communicated across the city of (Tshwane residents)
- I. What are the things that are working well in relation to the Language Policy of the City of Tshwane Metropolitan Municipality?
- J. Based on your experiences, are all the official languages of the municipality in your opinion used equitably in the municipality?
- K. Do you think that linguistic diversity is a reality in the City of Tshwane?
- L. Do you think that the local official languages that are there on the language policy of the City of Tshwane are represented in the local offices especially in the office that you work at or that serve residents?
- M. Do you think that multilingualism in the municipality is used as an effective tool in the administration and communication process?
- N. So the notices that the community receives in this office or the local offices in which language do they usually come in?
- O. So can you say that the community is receiving services in the languages that they understand?
- P. when you're serving the residents which language are you comfortable in using?
- Q. What are some of the things that you think is a challenge when it comes to implementing this language policy?

- R. Are there any challenges that you come across when you are assisting the residents?
- P. What are the things that are working well in implementing the language policy and planning in the City of Tshwane Metropolitan municipality?
- Q. In your view what do you think would improve the use of official languages in the municipality?
- R. With regards to the communities in your view what would improve the message of language?
- S. Does the municipality have any form of mechanisms for monitoring the use of language in the municipality?

APPENDIX F: Interview questions for the Residents of the City of Tshwane Metropolitan Municipality

- A. Do you know about linguistic rights?
- B. Do you know anything about the official languages of the City of Tshwane Metropolitan municipality?
- C. Do you know about the official languages of the country?
- D. What is your understanding about official language?
- E. What is the language that you are comfortable/ prefer to use?
- F. Do you know about the language policy and plan of the City of Tshwane Metropolitan municipality?
- G. Do you know which languages are covered under the language policy and plan of the municipality?
- H. Do you think the official languages of the municipality are represented in the offices of the municipality especially those that serve the residents? How?
- I. Do you think the official African languages are represented in the local offices that serve local residents?
- J. Do you think the official languages of the municipality are treated or used equally in the satellite offices?
- K. Is linguistic diversity/ multilingualism a reality in the municipality?
- L. Which language do you prefer to use when visiting the municipality offices?
- M. What do you think about language use in the municipality especially by the employees of the municipality when serving the residents?
- N. Do you think linguistic diversity is a reality in the municipality?
- O. Do you receive services in your local municipality office in the language that you understand?
- P. Are the notices in the municipality offices in the language that you understand?
- Q. Is access to the municipality services in the language that you understand?
- R. What is it that you see as being done right or wrong by the municipality when it comes to language issues?
- S. What is it that you see as a challenge/ obstacle to language issues by the municipality?

APPENDIX G: Language policy of the City of Tshwane Metropolitan Municipality

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ANNEXURE A



**LANGUAGE POLICY
OF THE
CITY OF TSHWANE**

2 August 2007

Vertical text on the right side of the page, possibly a page number or reference code, oriented vertically.

QUOTES THAT INSPIRED THE DEVELOPMENT OF THIS LANGUAGE POLICY

All people shall have equal right to use their own languages, and to develop their own folk culture and customs.

The Freedom Charter, 1955

A multilingual policy is an integral part of the transformation of South Africa to full participatory democracy. People cannot be expected to comply with laws if they cannot understand them.

Kristina Cunningham

This book has been translated into practically all the languages of the world. I can go to any place on earth and my story can be found in that language. Here I exist only in English. I want to be part of all the languages of my country. One's language should never be a dead end. That is why I believe in translation: for us to be able to live together.

Former President Nelson Mandela when asked why he wanted *The Long Walk to Freedom* translated into all eleven official languages of South Africa, as quoted in

Antjie Krog's *A change of tongue*

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1. INTRODUCTION AND BACKGROUND

Before 1994, English and Afrikaans were the only official languages in local government in the areas that now form part of the City of Tshwane Metropolitan Municipality. The new dispensation that was established in 1994 brought about the Municipal Systems Act, 2000 (Act 32 of 2000), which emphasises community participation in local government. It is obvious that in order for the Municipality to achieve optimal community participation, it will have to serve its residents in the language they understand best.

The Language Services Unit of the Municipality has responded to the call for linguistic diversity by developing the Tshwane Language Policy, which is aimed at redressing the linguistic inequalities of the past. The policy has taken its cue from the National Language Policy Framework developed by the National Language Service of the Department of Arts and Culture. This framework stipulates, among other things, that provincial and local linguistic circumstances must be taken into account when language policies are developed by provincial and local governments.

The Tshwane Language Policy is therefore aimed at providing guidelines on how the Municipality should implement multilingualism in its communication processes to ensure that all residents have access to information and municipal services in the language that they understand best.

2. DEFINITIONS

In this policy, unless the context indicates otherwise

"**Constitution**" means the Constitution of the Republic of South Africa, 1996;

"**Council**" means the Council of the Municipality;

"**equitable use**" means the use of language which is fair, impartial and even-handed;

"functional multilingualism" means a choice of a particular language(s) in a particular situation, determined by the context in which language is used, ie the function, the audience and the message for which it is employed;

"interpreter" means a person who transposes or interprets an utterance from one language into another;

"interpreting", in relation to oral utterances, means the transposing of utterances of one language into utterances of another language and, in relation to signed utterances, means the transposing of sign language signs into a spoken language and the other way round, with "interpret" having a corresponding meaning;

"language of record" means an official language chosen for keeping record or archiving proceedings and procedures of the Municipality;

"language rights" means laws determining the situations in which citizens can make language choices;

"liaison interpreting" means the process whereby an interpreter interprets from one language into another and back, most often in a short consecutive interpreting mode, in situations where

- (a) an employee of the Municipality does not understand the language of another employee or other employees of the Municipality (up to ten employees may be involved), eg in labour disputes or at disciplinary hearings; or
- (b) an employee of the Municipality does not understand the language of a client of the Municipality or resident of Tshwane (up to ten clients or residents may be involved), eg in discussions between clinic staff and patients, between cashiers and clients at pay points, or between officials and the community at community information forums;

"multilingualism" means the use of three or more languages by an individual or a group of people;

3.3 Section 3 of the Language Policy Framework of the Gauteng Provincial Government (August 2005), which sets out the objectives of the policy framework, among them the following:

- "c) To facilitate equitable access to provincial government services and information and participation in government processes"
- "d) To support, develop and sustain multilingualism within provincial and local government departments and in their communication and interaction with the public"
- "f) To protect language diversity and promote respect for multilingualism and unity"

3.4 The Promotion of Access to Information Act, 2000 (Act 2 of 2000)

3.5 The White Paper on Transforming Public Service Delivery (Batho Pele White Paper), 1997

4. OBJECTIVES

This policy is in line with the constitutional provisions on multilingualism, and the key performance indicators of the Municipality. The policy is aimed at ensuring

- 4.1 the translation of the language rights enshrined in the Constitution into a coherent and effective approach to multilingualism in the Municipality;
- 4.2 the promotion of the equitable use of the official languages of the Municipality;
- 4.3 the facilitation of equitable access to municipal services and information;
- 4.4 the redress of the linguistic inequalities of the past which resulted in the underdevelopment of the African languages;
- 4.5 the protection of language diversity and the promotion of respect for multilingualism and unity in diversity; and

- 4.6 the use of multilingualism for effective administrative and communication processes within the Municipality.

5. GUIDING PRINCIPLES

The policy is based on the following principles:

- 5.1 *Language rights*
To promote respect for the language rights of residents as enshrined in the Constitution.
- 5.2 *Language equity*
To ensure the equal treatment of the official languages of the Municipality.
- 5.3 *Redress*
To enhance the status and roles of previously marginalised languages.
- 5.4 *Non-discrimination*
To prevent the use of language for the purposes of exploitation, domination and discrimination.
- 5.5 *People-centredness*
To address the needs, aspirations and interests of language communities in the spirit of Batho Pele.
- 5.6 *Partnerships*
To collaborate with public and private language institutions and agencies to promote multilingualism.
- 5.7 *Good governance*
To use all the official languages of the Municipality to ensure transparent, accountable local government which is responsive to the linguistic needs of its constituency.
- 5.8 *Participation*
To enable municipal employees, as well as Tshwane residents, to participate in the decision-making processes.

6. SCOPE OF APPLICATION

This policy is applicable to employees of the Municipality and residents of Tshwane and to any request to the Municipality about language use and language practices.

7. LINGUISTIC PROFILE OF TSHWANE

To determine the official languages of the Municipality, the 2001 Census figures and reports on external and internal surveys were used.

7.1 Census figures

The following table, taken from Census 2001, gives an indication of the spread of home languages in Tshwane.

Pedi	22,14
Afrikaans	21,29
Tswana	17,11
Tsonga	9,99
Zulu	7,61
English	6,54
Ndebele	4,94
Sotho	3,95
Xhosa	1,91
Swati	1,91
Venda	1,77
Other	0,83

Census 2001 by municipality: Report of the Census Sub-Committee to the South African Statistics Council on Census 2001 (reproduced at <http://www.statssa.gov.za>)

The home language profile of Tshwane indicates that the most widely used home language is Pedi (Northern Sotho), followed by Afrikaans, Tswana, Tsonga, Zulu and English. It is clear that there is no single dominant home language in Tshwane, but a multilingual situation in which these six languages account for 84,68% of the population.

7.2 Internal and external language surveys and audits

In drafting the language policy of the Municipality, the language usage, needs and preferences of the public of Gauteng were also considered. The Gauteng information was obtained from the results of a 2004 provincial language and communication audit captured in *Towards a Functional and Cost-effective Language Policy for Gauteng*. The audit was conducted by Sarah Stabbert Associates for the Gauteng Department of Sport, Arts, Culture and Recreation. The audit showed that most officials at service delivery points are able to communicate with the public in more languages than just English and Afrikaans. The audit also showed that the majority of the public or clients prefer to use indigenous languages to access government services. According to the audit, the language preference in one of the provincial hospitals was as follows:

- African languages: 58,5%
- English: 36,8%
- Afrikaans: 7,9%

The audit findings highlight a significant need for translation and interpreting services to ensure that clients are served in their home languages.

8. POLICY RECOMMENDATIONS

The following recommendations are made with regard to language usage in the Municipality:

8.1 Official languages of Tshwane

Taking into account the Census 2001 figures on home language usage and the preferences of the residents of Tshwane and the provincial options proposed in the draft Language Policy of the Gauteng Provincial Government (30 April 2004), it is recommended that the Municipality adopts the following six languages as official languages:

- Afrikaans
- English
- Northern Sotho
- Tsonga
- Tswana
- Zulu

The Municipality must also make every effort to use the other official languages of the Republic of South Africa, including South African Sign Language, on request. The Municipality must furthermore provide Braille documents for specific communication events where practicable.

It should, however, be noted that the Municipality's official languages will be reviewed based on the results of Tshwane-wide language and communication audits or surveys which will be conducted in future.

8.2 Internal spoken communication

- 8.2.1 Any of the official languages of the Municipality may be used in spoken intradepartmental and interdepartmental communication, provided that all involved in the communication event understand the language(s) being spoken.
- 8.2.2 English is recommended as the working language in spoken intradepartmental and interdepartmental communication. Another official language of the Municipality may be used, provided it is understood by all parties involved in the communication event.
- 8.2.3 Any of the official languages of the Municipality may be used in any debates or proceedings of the Council. The Municipality must therefore provide for simultaneous interpreting from and into the official languages of the Municipality.
- 8.2.4 In general, disciplinary hearings, job interviews and performance assessments in the Municipality will be conducted in English, provided that translation and interpreting services are made available for those who cannot speak or understand English.

- 8.4.5 The Municipality must provide multilingual liaison interpreters from among its own staff to assist illiterate staff in gaining access to municipal information. Liaison interpreting should be seen as a mechanism to support written communication.
- 8.4.6 Although no employee of the Municipality may be prevented from using an official language of his or her choice at any given time, all municipal documents that need to be archived must, for practical administrative reasons, be available in the original language and English as the language of record.
- 8.4.7 The use of plain language in internal municipal documents must be encouraged to facilitate understanding and improve communication.

8.5 External written communication

- 8.5.1 All official notices, statements, tariffs, by-laws, regulations, policies, advertisements, etc. issued or published by the Municipality for public consumption must be made available in all the official languages of the Municipality, where practicable and financially viable.
- 8.5.2 The Municipality must provide multilingual liaison interpreters from among its own staff as a mechanism to supplement written communication and assist illiterate clients in gaining access to municipal services and information. The liaison interpreters must be used for liaison interpreting at customer care centres, pay points, clinics or other public venues of the Municipality if multilingual staff members are not available for this purpose.
- 8.5.3 The Municipality must make every effort to promote multilingualism on its website and in its external publications by using all the official languages of the Municipality.

- 8.5.4 All external correspondence of the Municipality must be translated into the official language in which the original communication was received, provided that an English translation of the document is archived for municipal record purposes and possible legal proceedings. The Municipality must inform the client that the English text will be used in the legal proceedings.
- 8.5.5 All external documents of the Municipality (and especially letters) must carry a sentence at the foot of the page stating that the document can be made available in any of the official languages of South Africa, and the corporate identity manual of the Municipality must stipulate this as a requirement.
- 8.5.6 All municipal documents that need to be archived must, for practical administrative reasons, be available in English as the language of record.
- 8.5.7 English must be used by the Municipality for international communication, but the Municipality must make translation services available for ad hoc communication in the preferred language of the country concerned.
- 8.5.8 The use of plain language in external municipal documents must be encouraged to facilitate understanding and improve communication.

8.6 Municipal signage

The Municipality must give due consideration to the language preferences of local communities when erecting local road signs and direction signs. All identification signage, direction signs and road signs relating to municipal buildings, services, facilities, infrastructure and vehicles must be in all the official languages of the Municipality where practicable. Where this is not practicable owing to financial constraints, a bilingual policy (English and another official language of the Municipality) may be adopted, provided that English is the one language and the other is the dominant language of the area concerned.

8.7 People with language disabilities

The Municipality must, on request and where practicable, provide for the needs of people with language disabilities.

8.8 Training at the Municipality

8.8.1 The medium of instruction for municipal training will be English, provided that the principle of functional multilingualism is applied where practicable. A presenter may, for instance, use any of the Municipality's other official languages, depending on the language usage and preferences of the students. In all circumstances, consideration must be given to the desired outcome, ie effective training.

8.8.2 The oral component of any municipal programme or campaign directed at improving the well-being of employees must be conducted in all the official languages of the Municipality, eg videos for the internal information channel.

8.8.3 To serve the public effectively, employees of the Municipality must be encouraged to learn, in an organised manner, the official languages of the Municipality that they do not know, as well as South African Sign Language.

8.8.4 The Municipality must organise training programmes and refresher courses for its employees to assist in the development of their skills in using the official languages of the Municipality, so that they can render an effective and efficient service to communities.

8.8.5 Translation services must be made available to translate internal training and course material into any official language of the Municipality at the request of trainees.

8.8.6 To improve access to training and to improve communication between trainees and trainers, trainers and course designers must be encouraged to use plain language in their training manuals.

9. IMPLEMENTATION STRATEGY

A phased-in approach will be adopted to successfully implement this policy, taking into account the financial and human resource implications. This approach will ensure that there is enough time to build capacity to implement the process on a full scale. Another reason for the phased-in approach is to make room for evaluating and monitoring the policy. This will help to ensure that the implementation of the policy is regularly reviewed and that corrective measures are taken at set intervals.

The following strategies will be employed to ensure the successful implementation of this policy:

- 9.1 The Municipality must establish a panel of interpreters to give effect to functional multilingualism.
- 9.2 Information documents must be translated into the official languages of the Municipality.
- 9.3 The Language Services Unit must create terminology that will help develop the official languages of the Municipality, especially the four official African languages.
- 9.4 Mayoral Committee and Council reports must be edited to ensure that appropriate language is used in these documents.
- 9.5 Training in all official languages of the Municipality must be offered to employees who require this for effective service delivery to different language communities.
- 9.6 The TISSA pilot project will be undertaken as a way of facilitating communication in clinics and some customer care centres in the Municipality.

10. CAPACITY BUILDING

- 10.1 The implementation of this policy will result in an increase in the demand for translation, editing, terminology development and interpreting services in the four official African languages of the Municipality. The increased demand will result in the need for further training in language skills.
- 10.2 In an effort to build capacity for the municipal language services, the Municipality must, in accordance with its bursary policy, offer bursaries to students to study one or more of the official languages of the Municipality at tertiary level.
- 10.3 To give effect to functional multilingualism, the Municipality must provide liaison interpreters, and must provide training opportunities for departmental liaison interpreters, eg short courses in liaison interpreting.

11. LANGUAGE STRUCTURES

This policy will be implemented collaboratively by different language stakeholders. The following are the roles that will be played by the major language stakeholders:

11.1 Language Services Unit

To ensure the successful implementation of this policy, the Language Services Unit will

- facilitate and coordinate the implementation of this policy by providing the translation, editing, interpreting, language training and terminology development services;
- conduct regular language surveys and audits to assess the appropriateness of the existing policy and practices of the Municipality and make recommendations for the improvement of the policy and practices;

- raise awareness of the policy to ensure compliance;
- report annually to the relevant language control bodies, eg the National Language Forum and PanSALB, on progress with the implementation of the policy; and
- raise awareness among municipal employees and residents of the role of PanSALB as the official watchdog and protector of their language rights, and among departmental and divisional heads of the need to avoid using one language at the expense of the other official languages and so violate the language rights of employees and residents.

11.2 Other language stakeholders

The Language Services Unit will work in collaboration with other language structures such as the National Language Service, the Gauteng Department of Sport, Arts, Culture and Recreation, PanSALB, institutions of higher learning and the National Language Forum to

- monitor the use of the official languages of the Municipality in all municipal departments;
- monitor the implementation of the policy;
- initiate and sustain a vibrant discourse on multilingualism in all communities; and
- initiate studies and research on
 - the development of the official languages of the Municipality;
 - the attitude of municipal employees and Tshwane residents towards multilingualism;
 - the acquisition and use of the official languages in the Municipality;
 - the promotion of multilingualism in Tshwane; and
 - the optimisation of the use of the language resources of the Municipality.

12. POLICY REVIEW

- 12.1 The Municipality must conduct regular internal and external language preference and proficiency audits to determine the linguistic needs and linguistic capabilities of municipal officials and of Tshwane residents.
- 12.2 The Language Services Unit must use the results of these audits to revise and update the policy.
- 12.3 The Language Services Unit must regularly assess the implementation of the policy and effect the required changes.

ANNEXURE B



CITY OF TSHWANE
"we are the same"

**LANGUAGE POLICY
OF THE
CITY OF TSHWANE**
(revised copy)

March 2009

QUOTES THAT INSPIRED THE DEVELOPMENT OF THIS LANGUAGE POLICY

All people shall have equal right to use their own languages, and to develop their own folk culture and customs.

The Freedom Charter, 1955

A multilingual policy is an integral part of the transformation of South Africa to full participatory democracy. People cannot be expected to comply with laws if they cannot understand them.

Kristina Cunningham

This book has been translated into practically all the languages of the world. I can go to any place on earth and my story can be found in that language. Here I exist only in English. I want to be part of all the languages of my country. One's language should never be a dead end. That is why I believe in translation: for us to be able to live together.

Former President Nelson Mandela when asked why he wanted *The Long Walk to Freedom* translated into all eleven official languages of South Africa, as quoted in Antjie Krog's *A change of tongue*

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INTRODUCTION AND BACKGROUND

Prior to the advent of 1994 the only official languages at local government – particularly in the areas that now form part of the City of Tshwane Metropolitan Municipality were English and Afrikaans. The new dispensation that came about in 1994 brought to the fore the nine official languages of the country (i.e. Sepedi; Sesotho; Setswana; siSwati; Tshivenda; Xitsonga; isiNdebele; isiXhosa; and isiZulu). Further to this, the Municipal Systems Act (Act 32 of 2000) was also adopted. Central to this Act is the emphasis on community participation at local government.

Given the foregoing, the City of Tshwane deemed it imperative to respond by (a) providing language facilitation services; and (b) crafting its own policy direction on how it was to accommodate multilingualism. The proposed Language Policy for the City is thus aimed at assisting the City to achieve optimal community participation by enabling the residents to communicate and access municipal services irrespective of language. It is also aimed at providing guidelines on how the Municipality should implement multilingualism in its communication processes to ensure that all residents have access to information and municipal services in the language that they understand best.

The proposed language policy further takes its cue from Section 6 of the Constitution of the Republic of South Africa (1996) as well as the National Language Policy Framework (NLPF) that was adopted by Cabinet on 12 February 2003, which both state that local government shall take into account the language preferences of its residents.

2. DEFINITIONS

In this policy, unless the context indicates otherwise –

"Constitution" means the Constitution of the Republic of South Africa, 1996;

"Council" means the Council of the Municipality;

"equitable use" means the use of language which is fair, impartial and does not discriminate;

"functional multilingualism" means a choice of a particular language(s) in a particular situation, determined by the context in which a language is used (i.e. the function, the audience and the message for which it is employed);

"Interpreter" means a person who transposes or interprets an utterance from one language into another;

"interpreting", in relation to oral utterances, means the transposing of utterances of one language into utterances of another language, and, in relation to signed utterances, means the transposing of Sign Language into a spoken language and the other way round, with **"interpret"** having a corresponding meaning;

"**language of record**" means an official language chosen for keeping record or archiving proceedings and procedures of the Municipality;

"**language rights**" means laws determining the situations in which citizens can make language choices;

"**liaison interpreting**" means the process whereby an interpreter interprets from one language into another and back, most often in a short consecutive interpreting mode, in situations where –

- (a) an employee of the Municipality does not understand the language of another employee or other employees of the Municipality (up to ten employees may be involved), e.g. in labour disputes or at disciplinary hearings; or
- (b) an employee of the Municipality does not understand the language of a client of the Municipality or resident of Tshwane (up to ten clients or residents may be involved), e.g. in discussions between clinic staff and patients, between cashiers and clients at pay points, or between officials and the community at community information forums;

"**multilingualism**" means the use of three or more languages by an individual or a group of people;

"**Municipality**" means the City of Tshwane Metropolitan Municipality established by the Gauteng Provincial Notice 6770 of 1 October 2000;

"**official language**" means a language used in government, education, business and the media;

"**PanSALB**" means the Pan South African Language Board, established by the Pan South African Language Board Act of 1995 (Act 59 of 1995);

"**terminology**" means standardised terms established for a specific subject field;

"**TISSA**" means the Telephone Interpreting Service for South Africa;

"**translation**" means the transposing of a text from one language into another, with "translate" having a corresponding meaning; and

"**working language**" means an official language chosen by the Municipality as the language most practicable to use in a particular communication event.

3. LEGISLATIVE CONTEXT

The following constitutes the legal framework for this policy:

- 3.1 Sections 6 the Constitution of the Republic of South Africa, 1996;
- 3.2 Section 9(3) of the Constitution: the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual

orientation, age, disability, religion, conscience, belief, culture, language and birth;

- 3.3 Section 1.2.4 of the National Language Policy Framework of 2003: local government must determine the language use and preferences of their communities within an enabling provincial language policy framework. Upon determination of the language use and preference of communities, local governments must, in broad consultation with their communities, develop, publicise and implement a multilingual policy.
- 3.4 Section 3 of the Language Policy Framework of the Gauteng Provincial Government (August 2005) which sets out as one of its objectives as being: to support, develop and sustain multilingualism within provincial and local government departments and in their communication and interaction with the public;
- 3.4 The Promotion of Access to Information Act, 2000 (Act 2 of 2000); and
- 3.5 The White Paper on Transforming Public Service Delivery (Batho Pele White Paper, 1997).

4. OBJECTIVES

This policy is in line with the constitutional provisions on multilingualism, and the key performance indicators of the Municipality. The policy is aimed at ensuring –

- 4.1 the translation of the language rights enshrined in the Constitution into a coherent and effective approach to multilingualism in the Municipality;
- 4.2 the promotion of the equitable use of the official languages of the Municipality;
- 4.3 the facilitation of equitable access to municipal services and information;
- 4.4 the redress of the linguistic inequalities of the past which resulted in the underdevelopment of the African languages;
- 4.5 the protection of language diversity and the promotion of respect for multilingualism and unity in diversity; and
- 4.6 the use of multilingualism for effective administrative and communication processes within the Municipality.

5. GUIDING PRINCIPLES

The policy is based on the following principles:

- 5.1 *Language rights*
To promote respect for the language rights of residents as enshrined in the Constitution.

- 5.2 *Language equity*
To ensure the equal treatment of the official languages of the Municipality.
- 5.3 *Redress*
To enhance the status and roles of previously marginalised languages.
- 5.4 *Non-discrimination*
To prevent the use of language for the purposes of exploitation, domination and discrimination.
- 5.5 *People-centredness*
To address the needs, aspirations and interests of language communities in the spirit of Batho Pele.
- 5.6 *Partnerships*
To collaborate with public and private language institutions and agencies to promote multilingualism.
- 5.7 *Good governance*
To use all the official languages of the Municipality to ensure transparent, accountable local government which is responsive to the linguistic needs of its constituency.
- 5.8 *Participation*
To enable municipal employees and the residents of Tshwane to participate in the decision-making processes.

6. SCOPE OF APPLICATION

This policy is applicable to employees of the Municipality and residents of Tshwane and to any request to the Municipality about language use and language practices.

7. LINGUISTIC PROFILE OF TSHWANE

To determine the official languages of the Municipality, the 2001 Census figures and reports on external and internal surveys were used.

7.1 Census figures

The following table, which is taken from Census 2001, gives an indication of the spread of home languages in Tshwane.

Language	Number of speakers as a percentage
Sepedi	22,14
Afrikaans	21,29
Setswana	17,11
Xitsonga	9,89
isiZulu	7,61
English	6,54

isiNdebele	4,94
Sesotho	3,95
isiXhosa	1,91
siSwati	1,91
Tshivenda	1,77
Other	0,83
TOTAL	19,31

Census 2001 by municipality: Report of the Census Sub-Committee to the South African Statistics Council on Census 2001 (reproduced at <http://www.statssa.gov.za>)

The home language profile of Tshwane indicates that the most widely used home language is Sepedi and it is followed by Afrikaans, Setswana, Xitsonga, isiZulu and English. It is clear that there is no single dominant home language in Tshwane, but a multilingual situation in which these six languages account for 84,68% of the population.

7.2 Internal and external language surveys and audits

In drafting the language policy of the Municipality, the language usage, needs and preferences of the public of Gauteng were also considered. The Gauteng information was obtained from the results of a 2004 provincial language and communication audit captured in *Towards a Functional and Cost-effective Language Policy for Gauteng*. The audit was conducted by Sarah Stabbert Associates for the Gauteng Department of Sport, Arts, Culture and Recreation. The audit showed that most officials at service delivery points are able to communicate with the public in more languages than just English and Afrikaans. The audit also showed that the majority of the public or clients prefer to use indigenous languages to access government services. According to the audit, the language preferences in one of the provincial hospitals were as follows:

- African languages: 58,5%
- English: 36,8%
- Afrikaans: 7,9%

The audit findings highlight a significant need for translation and interpreting services to ensure that clients are served in their home languages.

8. POLICY RECOMMENDATIONS

The following recommendations are made with regard to language usage in the Municipality:

8.1 Official languages of Tshwane

Taking into account the Census 2001 figures on home language usage and the preferences of the residents of Tshwane and the provincial options proposed in the draft Language Policy of the Gauteng Provincial Government (30 April 2004), it is recommended that the Municipality adopts the following six languages as official languages:

- Afrikaans;
- English;
- Sepedi;
- Xitsonga;
- Setswana; and
- isiZulu

The Municipality must also make every effort to use the other official languages of the Republic of South Africa, including South African Sign Language (SASL), on request. The Municipality must furthermore provide Braille documents for specific communication events where practicable.

It should however, be noted that the Municipality's official languages will be reviewed based on the results of Tshwane-wide language and communication audits or surveys which will be conducted in future.

8.2 Internal spoken communication

8.2.1 Any of the official languages of the Municipality may be used in spoken intradepartmental and interdepartmental communication, provided that all involved in the communication event understand the language(s) being spoken.

8.2.2 English is recommended as the working language in spoken intradepartmental and interdepartmental communication. Another official language of the Municipality may be used, provided it is understood by all parties involved in the communication event.

8.2.3 Any of the official languages of the Municipality may be used in any debates or proceedings of the Council. The Municipality must therefore provide for simultaneous interpreting from and into the official languages of the Municipality.

8.2.4 In general, disciplinary hearings, job interviews and performance assessments in the Municipality will be conducted in English, provided that translation and interpreting services are made available for those who cannot speak or understand English.

8.3 External spoken communication

8.3.1 The Municipality must, in its spoken communication, strive to serve all its clients in the language(s) of their choice.

8.3.2 If staff members are not available at a customer care centre, pay point, clinic or other public venue of the Municipality to assist clients orally in their language of choice, liaison interpreters must be used to assist them. Where necessary, every effort must be made to utilise interpreting services (consecutive, simultaneous, telephone and whispered) where practicable.

- 8.3.3 The Municipality must provide liaison interpreters if important or strategic information is to be conveyed orally to groups of multilingual residents at public events organised by the Municipality (e.g. Indabas or health izimbizos of the Social Development Department).

8.4 Internal written communication

- 8.4.1 To promote operational efficiency, English should be the working language of the Municipality, and translations into the other official languages of the Municipality will be made available on request.
- 8.4.2 The Municipality must provide translation services on request for intradepartmental and interdepartmental written communication.
- 8.4.3 Translation services must be made available on request to translate motions presented at Council meetings into any of the official languages of the Municipality.
- 8.4.4 The Municipality's policies, procedures, conditions of service, strategic circulars, important human resource information, health and safety information and other strategic documents must be made available in all the official languages of the Municipality.
- 8.4.5 The Municipality must provide multilingual liaison interpreters from among its own staff to assist illiterate staff in gaining access to municipal information. Liaison interpreting should be seen as a mechanism to support written communication.
- 8.4.6 Although no employee of the Municipality may be prevented from using an official language of his or her choice at any given time, all municipal documents that need to be archived must, for practical administrative reasons, be available in the original language and English as the language of record.
- 8.4.7 The use of plain language in internal municipal documents must be encouraged to facilitate understanding and improve communication.

8.5 External written communication

- 8.5.1 All official notices, statements, tariffs, by-laws, regulations, policies, advertisements, etc. issued or published by the Municipality for public consumption must be made available in all the official languages of the Municipality, where practicable and financially viable.
- 8.5.2 The Municipality must provide multilingual liaison interpreters from among its own staff as a mechanism to supplement written communication and assist illiterate clients in gaining access to municipal services and information. The liaison interpreters must be used for liaison interpreting at customer care centres, pay points, clinics or other public venues of the Municipality if multilingual staff members are not available for this purpose.

- 8.5.3 The Municipality must make every effort to promote multilingualism on its website and in its external publications by using all the official languages of the Municipality.
- 8.5.4 All external correspondence of the Municipality must be translated into the official language in which the original communication was received, provided that an English translation of the document is archived for municipal record purposes and possible legal proceedings. The Municipality must inform the client that the English text will be used in the legal proceedings.
- 8.5.5 All external documents of the Municipality (and especially letters) must carry a sentence at the foot of the page stating that the document can be made available in any of the official languages of South Africa, and the corporate identity manual of the Municipality must stipulate this as a requirement.
- 8.5.6 All municipal documents that need to be archived must, for practical administrative reasons, be available in English as the language of record.
- 8.5.7 English must be used by the Municipality for international communication, but the Municipality must make translation services available for ad hoc communication in the preferred language of the country concerned.
- 8.5.8 The use of plain language in external municipal documents must be encouraged to facilitate understanding and improve communication.

8.6 Municipal signage

The Municipality must give due consideration to the language preferences of local communities when erecting local road signs and direction signs. All identification signage, direction signs and road signs relating to municipal buildings, services, facilities, infrastructure and vehicles must be in all the official languages of the Municipality where practicable. Where this is not practicable owing to financial constraints, a bilingual policy (English and another official language of the Municipality) may be adopted, provided that English is the one language and the other is the dominant language of the area concerned.

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The Municipality must, on request and where practicable provide for the needs of people with language disabilities.

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- 8.8.3 To serve the public effectively, employees of the Municipality must be encouraged to learn, in an organised manner, the official languages of the Municipality that they do not know, as well as South African Sign Language.
- 8.8.4 The Municipality must organise training programmes and refresher courses for its employees to assist in the development of their skills in using the official languages of the Municipality, so that they can render an effective and efficient service to communities.
- 8.8.5 Translation services must be made available to translate internal training and course material into any official language of the Municipality at the request of trainees.
- 8.8.6 To improve access to training and to improve communication between trainees and trainers, trainers and course designers must be encouraged to use plain language in their training manuals.

9. IMPLEMENTATION STRATEGY

A phased-in approach will be adopted to successfully implement this policy, taking into account the financial and human resource implications. This approach will ensure that there is enough time to build capacity to implement the process on a full scale. Another reason for the phased-in approach is to make room for evaluating and monitoring the policy. This will help to ensure that the implementation of the policy is regularly reviewed and that corrective measures are taken at set intervals.

The following strategies will be employed to ensure the successful implementation of this policy:

- 9.1 The Municipality must establish a panel of interpreters to give effect to functional multilingualism;
- 9.2 Information documents must be translated into the official languages of the Municipality;
- 9.3 The Language Services Unit must create terminology that will help develop the official languages of the Municipality, especially the four official African languages;
- 9.4 Mayoral Committee and Council reports must be edited to ensure that appropriate language is used in these documents;
- 9.5 Training in all official languages of the Municipality must be offered to employees who require this for effective service delivery to different language communities; and

- 9.6 The TISSA pilot project will be undertaken as a way of facilitating communication in clinics and some customer care centres in the Municipality.

10. CAPACITY BUILDING

- 10.1 The implementation of this policy will result in an increase in the demand for translation, editing, terminology development and interpreting services in the four official African languages of the Municipality. The increased demand will result in the need for further training in language skills.
- 10.2 In an effort to build capacity for the municipal language services, the Municipality must, in accordance with its bursary policy, offer bursaries to students to study one or more of the official languages of the Municipality at tertiary level.
- 10.3 To give effect to functional multilingualism, the Municipality must provide liaison interpreters, and must provide training opportunities for departmental liaison interpreters (e.g. short courses in liaison interpreting).

11. LANGUAGE STRUCTURES

This policy will be implemented collaboratively by different language stakeholders and the following are the expected roles that will be played by the major language stakeholders:

11.1 Language Services Unit

To ensure the successful implementation of this policy, the Language Services Unit will—

- facilitate and coordinate the implementation of this policy by providing the translation, editing, interpreting, language training and terminology development services;
- conduct regular language surveys and audits to assess the appropriateness of the existing policy and practices of the Municipality and make recommendations for the improvement of the policy and practices;
- raise awareness of the policy to ensure compliance;
- report annually to the relevant language control bodies (i.e. the National Language Forum and PanSALB) on progress with the implementation of the policy; and
- raise awareness among municipal employees and residents of the role of PanSALB as the official watchdog and protector of their language rights, and among departmental and divisional heads of the need to avoid using

one language at the expense of the other official languages and so violate the language rights of employees and residents.

11.2 Other language stakeholders

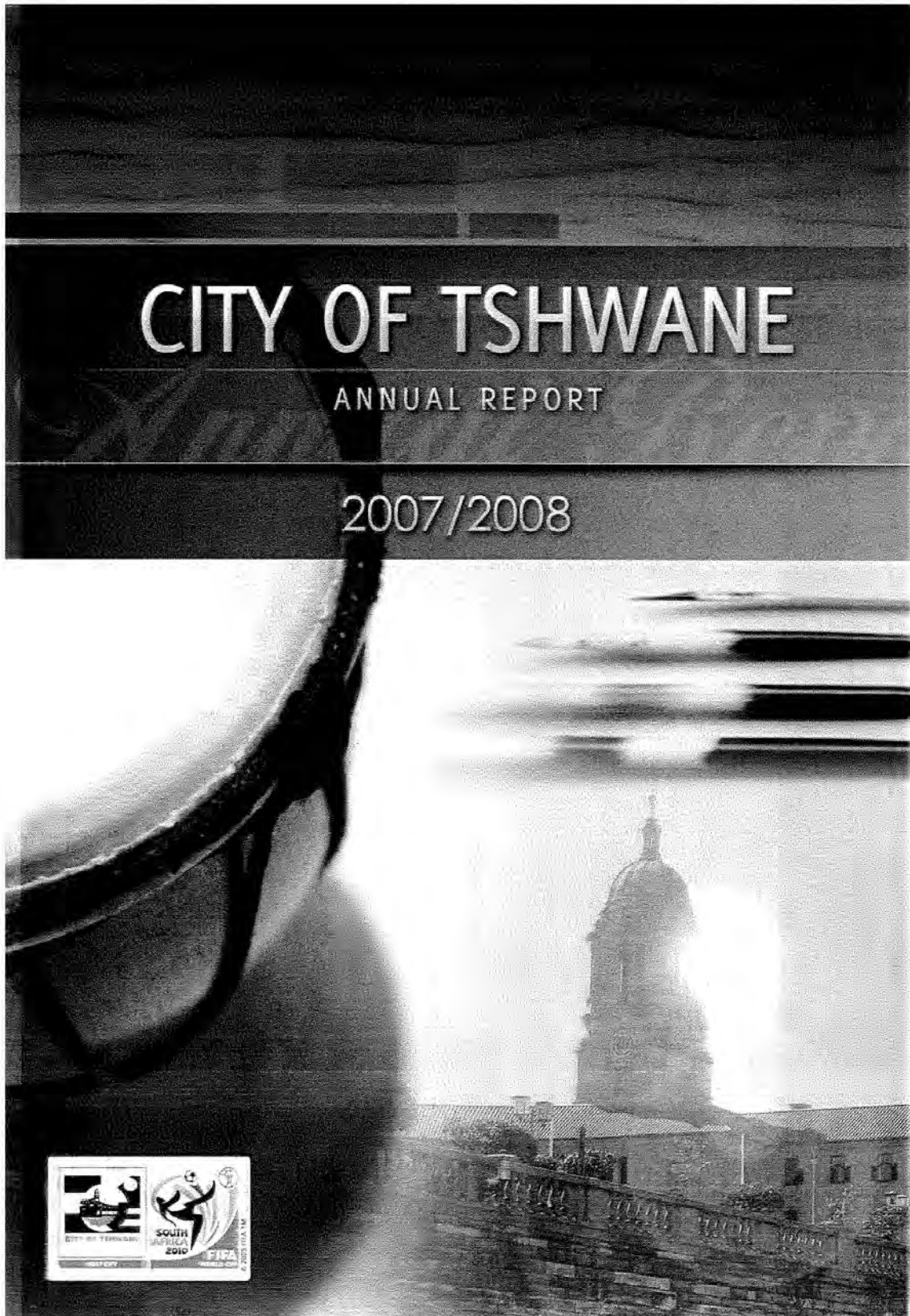
The Language Services Unit will work in collaboration with other language structures such as the Department of Arts and Culture, the Gauteng Department of Sport, Arts, Culture and Recreation, PanSALB, Institutions of Higher Learning and the National Language Forum to –

- monitor the use of the official languages of the Municipality in all municipal departments;
- monitor the implementation of the policy;
- ~~initiate and sustain a vibrant discourse on multilingualism in all communities; and~~
- initiate studies and research on –
 - the development of the official languages of the Municipality;
 - the attitude of municipal employees and Tshwane residents towards multilingualism;
 - the acquisition and use of the official languages in the Municipality;
 - the promotion of multilingualism in Tshwane; and
 - the optimisation of the use of the language resources of the Municipality.

12. POLICY REVIEW

- 12.1 The Municipality must conduct regular internal and external language preference and proficiency audits to determine the linguistic needs and linguistic capabilities of municipal officials and of Tshwane residents.
- 12.2 The Language Services Unit must use the results of these audits to revise and update the policy.
- 12.3 The Language Services Unit must regularly assess the implementation of the policy and effect the required changes.

Appendix H: Parts of the Analysed Documents from the Annual reports of the City of Tshwane



1.5 INTRODUCTION

Tshwane is the smallest of South Africa's nine provinces, Gauteng (Sotho for "place of gold"). Tshwane's neighbouring provinces are the North West Province, Mpumalanga and Limpopo.

The City has about 10 inhabitants per hectare. The population of almost 2 million people has on average the highest educational level in the country. The projected annual growth of the population between 1996 and 2001 was 4,1%, which was substantially higher than the national average of 2.1%.

According to the last Census that was conducted in 2001, the home language profile of Tshwane indicates that the most widely used home language is Sepedi, followed by Afrikaans, Setswana, Xitsonga, isiZulu and English. These six languages account for 84,68% of the population.

Financially, the City of Tshwane is currently one of the healthiest municipalities. It has been awarded the highest short-term rating possible, an A+ long-term credit rating from CA Ratings, which means its outlook is strong, and an A short-term rating, which means it is stable.

The ratings are based on the City of Tshwane's ability to meet its long-term commitments, its short-term liquidity and its level of administrative, executive and political stability.

The strategic focus areas of the City of Tshwane are based on a policy mandate with clearly defined target dates for the delivery of specific basic services to all residents. These strategies are aimed at:

1. Providing quality basic services and infrastructure

The City of Tshwane upholds the provision of and access to basic services as a human right according to our country's internationally acclaimed Constitution.

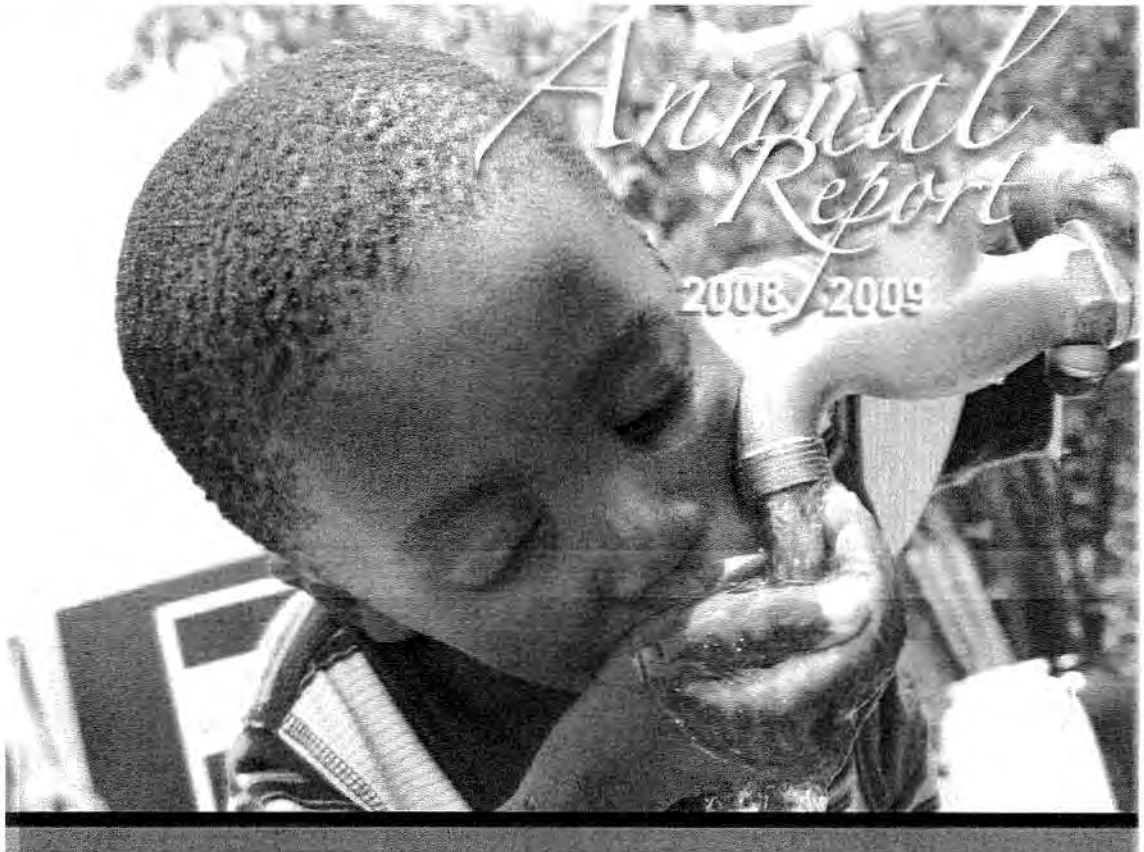
The following primary service delivery and infrastructure development achievements are noted (see also the Executive Summary on p 19):

2000/01	Number of houses handed over to targeted recipients of low-income housing	6 152
2001/02	Number of houses in the Electricity Service Authority area that were provided with a legal electricity connection for the first time	22 777
2002/03	Number of houses in the Water Service Authority area that were provided with water for the first time (potable water within 200 m of the dwelling)	23 168

Objectives	Activities/Initiatives	KPI	Five-Year Programme Target	Achieved 2006/07	Target 2007/08	Actual 2006/08	Rating	Comments/Concise Achievements
	<p>Eliminating transition and proof-reading services (including outsourcing) for all departments and offices of the Municipality</p>	<p>Number of pages edited per annum</p>			<p>15-600 pages per annum</p>	<p>88% of target achieved - Edited/transcribed pages 13 732</p>	⊕	<p>Assisting Brand Management Committee with the red-tagging of external City of Ekurhuleni forms, applications, etc and the editing and translation of the forms etc in line with the Ekurhuleni Language Policy</p>
	<p>Coordinate and administer internal and external interpreting service</p>	<p>Number of Council and City Planning meetings provided with interpreting services</p>			<p>Administrative interpreting services for 1 Council Meetings and 11 City Planning Meetings per annum</p>	<p>77%</p>	⊕	<p>The number of Council meetings was reduced to six a year and some City Planning meetings were cancelled</p>
	<p>Promote multilingualism in terms of legislation to internal and external clients</p>				<p>Republic of South Africa were at three meetings of the National Language Forum per annum</p>	<p>100% achieved</p>	⊕	<p>Awarded the PanSAB Multilingualism Award 2007 for Municipality of the Decade which promotes multilingualism</p>



CITY OF TSHWANE



CHAIRPERSON: AUDIT COMMITTEE

1 – MUNICIPAL OVERVIEW

The City of Tshwane is the administrative capital of South Africa and is a Category A municipality. It is located in the north-western corner of Gauteng Province covering an area of 2,198 km² (almost 65 km in length and 50 km in width) - approximately 13% of the Province's surface. The city has about 10 inhabitants per hectare and its population of 2,2 million people has on average the highest educational level in the country. The projected annual growth of the population between 1996 and 2001 was 4,1%, which is substantially higher than the national average of 2,1%.

The home language profile of Tshwane indicates that the most widely used home language is Sepedi (Northern Sotho), followed by Afrikaans, Setswana, Xitsonga, isiZulu and English. These six languages account for 84.68% of the population.

Tshwane Metropolitan Municipality is divided into 76 municipal wards in 13 municipal areas, including Pretoria, Akasia, Soshanguve, Centurion, Mabopane, Atteridgeville, Ga-Rankuwa, Winterveld, Hammanskraal, Temba, Pienaarsrivier, Crocodile River and Mamelodi.

Tshwane, together with Ekurhuleni and the City of Johannesburg metropolitan municipalities, constitutes the economic power house of South Africa. Of interest is that it hosts the second largest diplomatic community in the world, after Washington DC and is endowed with the highest number of higher learning and research institutions in the country.

1.1 INSTITUTIONAL ARRANGEMENTS

A set of clear institutional arrangements govern matters of the City of Tshwane's authority, accountability, stewardship, leadership, direction and control. The council structure of the Municipality consists of the political appointments of Executive Mayor and elected councillors from the community, and the administrative structure consists of appointed staff members tasked with operational matters.

1.1.1 POLITICAL AND GOVERNANCE STRUCTURES

Tshwane's political leadership is headed by the Executive Mayor and the Mayoral Committee, which comprises ten Members of the Municipal Council (MMCs) charged with executing the political mandate with regard to the upliftment of the socio-economic conditions of residents.

The Office of the City Manager is responsible for the overall support to the Mayoral Committee System. Among others, it is responsible to ensure that Tshwane complies with legislation; it tracks procurement policies and council resolutions; manages international relations, facilitates engagement at inter-governmental level; monitors performance of departments, coordinates community outreach; and assists in elections and participatory democracy programmes.

Health together with Environmental Resource Policy Management Division embarked on an awareness and education campaign to the community. The 'theme' was "Water is life: Saving the Nation's Needs Across Generations". Vukosi Primary School was chosen as the school to be involved in the celebration.

2.1.4 FOSTER PARTICIPATORY DEMOCRACY AND BATHO PELE PRINCIPLES THROUGH A CARING, ACCESSIBLE AND ACCOUNTABLE SERVICE

- Continuing to improve customer response time, making facilities more accessible.
- Improving the work around the ward committees.

It is the aim of the City of Tshwane to provide excellent quality of service to customers through the following Customer Care policy:

- Reliability – consistency of performance and dependability;
- Responsiveness – willingness and readiness to provide the service in good time;
- Competence – development/attainment of skills and knowledge required to perform the service;
- Access – approachability of staff and ease of contact with the Municipality;
- Courtesy – politeness, respect, consideration, and a clean and neat appearance;
- Effective communication – educating and informing customers in a language they understand and listening to them;
- Credibility – trustworthiness, reliability and honesty of the service provider;
- Security and confidentiality – freedom from danger, risk or doubt;
- Understanding and knowledge of the Municipality and its customers – making an effort to understand customers needs, learning the specific requirements and providing individualised attention;
- Caring for and maintaining all tangibles – ensuring cleanliness, safety and convenience of all physical assets, for example building and the Municipality's vehicle fleet, as well as the appearance of staff; and
- The creation of a one-stop integrated customer care system.

The City of Tshwane's Customer Care Policy is based on the Batho Pele Principles.

A STRATEGIC FOCUS

- Optimise effective community participation in the ward committee system;
- Batho Pele and customer relations management.

In this strategic objective we have focused on encouraging participation of communities in the affairs of local government. Service standards were identified and the City has reported regularly on how well we are doing on the achievement of service standards. The customer care function has evolved over the past few years, and we will continue to improve as we roll out our

- The Tourism Information Office at the Old Nederlandsche Bank building is wheelchair accessible/friendly;
- The ticket office/customer care office of the Tshwane Bus Services at Church Square is wheelchair friendly.

There has also been a strategic focus in upgrading the communication system for our customers, with the implementation of the following initiatives.

- **Site for the deaf**

The main aim of this project is to facilitate communication in the 11 official languages. However, it is apparent that the needs of the Deaf and foreign-language speakers warrant attention. The City of Tshwane, being the capital city, has proven to be one of the most diverse municipalities, if not the most. This project has proposed that at least three (3) foreign languages be included in the project, depending on the demand; especially for clinics in the City Centre.

It is thus proposed that while foreign languages can be accommodated alongside the official languages, an additional site for South African Sign Language (SASL) will have to be identified, possibly at the Munitoria Customer Care Centre, which is central for most people. To facilitate communication and access to information and services for the deaf community, the Telephone Interpreting Project will provide SASL interpreting service via a videophone. This system makes it possible for a customer to be connected to an interpreter at the touch of a button.

The videophone system is easy to use because it is activated in the same way as any other telephone by dialling the number on the videophone. As soon as the telephone on the other side is answered, both sides are connected, showing the picture on the screen and transmitting sound at the same time.

Water and Sanitation

The Division has established a Consumer Management Unit to interact with the communities on water awareness education and training. Effective stakeholder forums were established which are inclusive and foster a non-racial, non sexist, democratic, caring and prosperous society, focused on achieving the city's socio-economic goals.



The Gauteng Provinces cover a geographical area of 17,010 km² (1,4% of South Africa), while the City of Tshwane Metropolitan Municipality covers an area of 2,198 km² (almost 65 km in length and 50 km in width).

Tshwane covers the municipal areas of:

Pretoria	Akasia	Soshanguve
Centurion	Mabopane	Atteridgeville
Ga-Rankuwa	Winterveld	Hammanskraal
Temba	Pienaarsrivier	Crocodile River
Mamelodi		

Tshwane lies in the smallest geographical area of the country's nine provinces, Gauteng (the Sotho word for The Place of Gold). Tshwane's neighbouring provinces are the North West Province, Mpumalanga, and Limpopo.

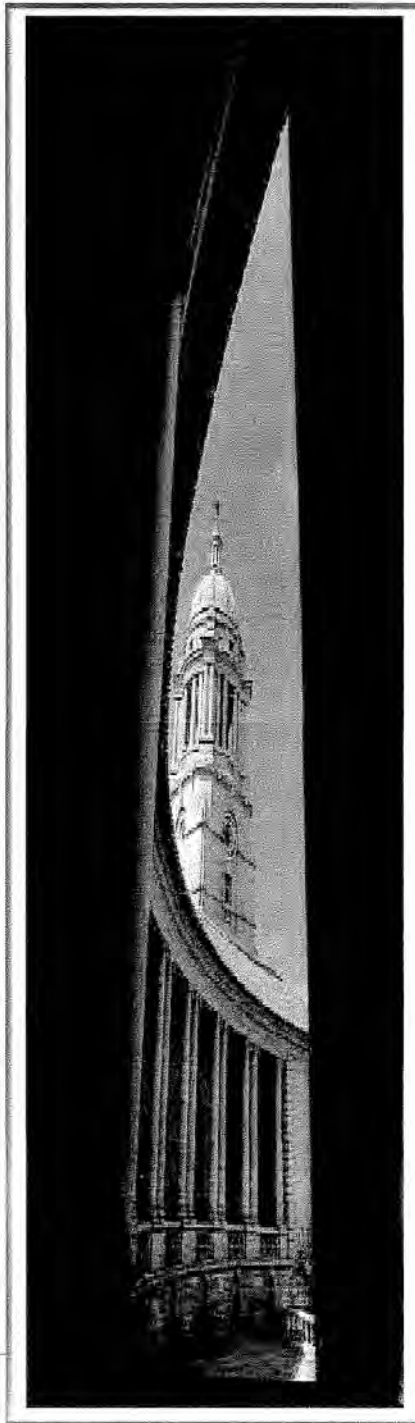
The city has about 10 inhabitants per hectare. The population of almost two million people has on average the highest educational level in the country. The projected annual growth of the population between 1996 and 2001 was 4,1%, which is substantially higher than the national average of 2,1%.

The home language profile of Tshwane indicates that the most widely used home language is Sepedi (Northern Sotho), followed by Afrikaans, Setswana, Xitsonga, isiZulu and English. These six languages account for 84.68% of the population.

Financially, the City of Tshwane is currently one of the healthiest municipalities with its current credit rating status. The latest Moody's assessment assigns an Aa3.za credit rating to City of Tshwane (South Africa). The credit rating as at 30 June 2008 improved as follows as compared to the credit rating of the year before:

Long Term: grading went up from A+ to Aa3 (AA-)
Short term: grading is the same as last year (Prime 1= A1)
Financial Outlook: moved from a rating watch to stable
Conclusion: credit rating has improved from last year

The ratings are based on the City's ability to meet its long-term commitments, its short-term liquidity and its level of administrative, executive and political stability.



CITY OF TSHWANE

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2009/10**

DECEMBER 2010

Gauteng, the smallest province in South Africa, covers an area of 17 010 km² (1,4% of South Africa), while Tshwane covers an area of 2 198 km² (almost 65 km in length and 50 km in width). Tshwane is bordered by the North West Province, Mpumalanga and Limpopo.

Tshwane has about ten inhabitants per hectare. Its population of over two million has on average the highest educational level in the country.

The most widely used home language in Tshwane is Sepedi (Northern Sotho), followed by Afrikaans, Setswana, Xitsonga, IsiZulu and English. These six languages account for 84,68% of the population.

Financially, there has been a marginal improvement in the liquidity position and the debtor's collection rate.

5.2 FUNCTIONAL ANALYSIS PER GOVERNMENT FINANCE STATISTICS (GFS) CLASSIFICATION

5.2.1 EXECUTIVE AND COUNCIL

5.2.1.1 OFFICE OF THE EXECUTIVE MAYOR AND CITY MANAGER

The Office of the Executive Mayor and City Manager consists of the following specialist areas:

Governance and Secretarial Services, which is tasked to:

- ensure compliance by the City of Tshwane and its entities with legislation and policies;
- advise on the corporate system of delegations;
- ensure compliance with procurement policies;
- provide secretariat support and resolution tracking for the Mayoral Committee and other committees of the Executive Mayor;
- provide secretariat support to s80 committees, bid committees and the Audit and Performance Committee;
- coordinate the City of Tshwane's international relations programme;
- monitor and advise on intergovernmental relations;
- coordinate external stakeholder relations and community outreach programmes for the executive, eg quarterly imbizos, monthly community visits and stakeholder consultative forums by the executive); and
- support the Independent Electoral Commission, Council and Office of the Speaker with regard to elections and participatory democracy.

Service Delivery Coordination, which is responsible for:

- corporate strategic planning products such as the Integrated Development Plan and the Service Delivery Budget Implementation Plan;
- organisational performance monitoring and evaluation, including preparation of the annual report; and
- corporate programme and project planning and monitoring, including monthly project performance reports and standards for planning.

The 2010 Office, which was responsible for coordinating the 2010 World Cup events and delivery of facilities in Tshwane.

Strategy and Operations, which is responsible for:

- strategic information technology; and
- integrated marketing and communication.

Internal Audit

5.2.1.2 OFFICE OF THE SPEAKER

The Speaker presides over meetings of Council and ensures that they are conducted in accordance with the rules and orders of the Municipality.

Council has a Rules Committee that represents all political parties and is chaired by the Speaker. All councillors are required to adhere to the Code of Conduct for Councillors, which was established by national legislation. This code is aimed at ensuring that councillors are accountable for their actions and to the community.

Council has entrusted the facilitation of public participation to the Speaker. The Office of the Speaker is therefore a link between Council and the communities. In partnership with departments, the Office of the Speaker makes use of ward, petition and other committees to promote and enhance public participation.



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2.2 FACILITATING HIGHER AND SHARED ECONOMIC GROWTH AND DEVELOPMENT THROUGH SUSTAINABLE JOB CREATION

The aim of the City with this objective is to increase the level of economic activity in its regions and thereby create sustainable growth and job opportunities, resulting in a more prosperous community. Emphasis is placed on self-sustaining programmes that alleviate poverty and capacitate the unemployed sector. In this way the City tries to bring the first and second economies together in an inclusive economy.

The Economic Development Department contributed directly to meeting this objective.

2.2.1 ECONOMIC DEVELOPMENT

Tourism and the 2010 FIFA World Cup: 680 volunteers were trained in tourism-related areas such as language support to foreigners.

SMMEs and informal traders: Informal traders and SMMEs were allocated exhibition stands to showcase, network and sell their products. Altogether 5 814 SMMEs benefited from the support programme.

Cooperative development programme: Various government and private sector stakeholders contributed to the success of this programme by building skills and providing tools. The purpose was to have entrepreneurs that could trade nationally and internationally. The programme benefited 4 048 individuals and 1 190 entities.

Industrial planning and development programme: The programme brought technical skills to and developed enterprises among the unemployed and SMMEs. A total of 883 learners were trained in self-employment.

Value of business investments facilitated. Investment in Tshwane to the value of R8 109 563 060 was facilitated by the Economic Development Department. This translated into more jobs and the development of communities.

Mentorship	Existing policy	Occupational Health and Safety	Existing policy
Travel-related Illness	Existing policy	Pregnant Employees	Existing policy
Reporting of Occupational Diseases	Existing policy	Prevention of TB in HCW	Existing policy
Language Policy	Existing policy	Smoking in CoT Building	Existing policy
Delegation of Powers/Authority	Existing policy	Thermal Stress	Existing policy
Substance and Travel	Existing policy	Uniforms and PPE	Existing policy
Ventilation	Existing policy		

3.3.3 Employment equity

In terms of the Employment Equity Regulations as amended by the Department of Labour, the term "occupational category" has been replaced by the term "occupational level".

Code	Description	Male				Female				Total
		African	Coloured	Indian	White	African	Coloured	Indian	White	
1000	Top management	43	2	1	1	20	-	1	1	69
2000	Senior management	66	3	5	74	24	-	1	19	192
3000	Professionally qualified	254	13	14	400	165	14	11	153	1 024
4000	Skilled technical	1 537	62	16	1 115	1 015	49	24	520	4 338
5000	Semi-skilled	2 248	49	18	296	1 113	66	20	408	4 218
6000	Unskilled	2 620	27	1	47	256	2	-	4	2 957
	Total permanent	6 768	156	55	1 933	2 593	131	57	1 105	12 798
	Non-permanent	4 209	29	2	128	1 218	16	4	87	5 693
	Grand total	10 977	185	57	2 061	3 811	147	61	1 192	18 491

5.1 GENERAL

5.1.1 GEOGRAPHY AND DEMOGRAPHICS

The City of Tshwane Metropolitan Municipality's land area is 2,198 square kilometres.

There are around 2 200 000 people living within the borders of Tshwane and the demographics are as follows: 72,65% black; 23,84% white; 1,99% coloured and 1,52% Indian or Asian. There are six dominant languages in the city, namely: Sepedi, Setswana, Afrikaans, English, Xitsonga and isiZulu.

	AGE	POPULATION GROUP			
		African	White	Coloured	Asian
		CoT	CoT	CoT	CoT
FEMALE	00-04	61,176	16,247	2,217	1,355
	05-09	71,785	18,250	2,027	1,389
	10-14	77,820	20,010	1,852	1,329
	15-19	81,867	23,082	1,982	1,207
	20-24	65,755	21,101	1,863	1,302
	25-29	61,605	19,559	2,154	1,688
	30-34	68,499	21,539	2,210	1,850
	35-39	66,700	21,369	2,011	1,630
	40-44	62,725	21,660	1,680	1,331
	45-49	52,441	18,279	1,509	1,068
	50-54	44,268	16,580	1,351	934
	55-59	38,154	15,183	979	835
	60-64	24,974	14,225	654	596
	65-69	15,421	11,881	460	432
	70-74	11,946	8,837	310	344
	75+	12,387	12,726	450	252

Constructed from Global Insight data

Certificate Programme in Public Management	4	<p>Aimed at those interested in pursuing a career in the public service, or who have been working for a while in the public service and wish to secure a formal qualification in that field</p> <p>This programme brings together all the key management functions that will help learners manage themselves, projects, people and finances.</p> <p>The Certificate in Public Management is registered at NQF level 5 with 120 credits. It is a 12-month programme, comprising four compulsory modules and one elective.</p>
National Certificate in Municipal Governance	6	<ul style="list-style-type: none"> • To demonstrate a basic level of knowledge and understanding of the main principles of a good government at local government level • To understand the need for the nominative tenets of municipal management and government within the context of a good government framework ▪ To demonstrate familiarity with the manifestation of unethical conduct at local government level ▪ To demonstrate the basic ability of applying measure which may be undertaken to prevent unethical conduct and promote integrity at local level

5.2.1.3 OFFICE OF THE CITY MANAGER

Tshwane Communication and Information Services (TCIS)

The Tshwane Communication and Information Services (TCIS) Division offers the City of Tshwane departments communication, marketing and language services that are part of an image-enhancing and brand-building strategy. They actively pursue the realisation of the Municipality's vision of being a leading African capital city of excellence.

The unit has also embarked on creating a strong corporate identity for the Municipality – one that will be recognised and accepted by all spheres of government and by African and other international markets.