

Chapter 7

Developing a language policy for social transformation

7.1 Introductory background

The statutory establishment of a democratic government in 1994 in South Africa is seen as the beginning of a process of transformation. The creation of provinces was aimed at allowing regions to develop on their own but within the auspices of the central government. It has become necessary for the newly formed provinces to reconstruct their administration, education, the economy and all organs of provincial jurisdiction. Language plays a very important role in this process as it can help to transform the people of the province socially by promoting communication, creating regional loyalty, promoting tolerance, facilitating development and supporting effective state administration. Language acts as a tissue that binds society, as explained in section 2.1

The Limpopo Province has been granted some political power to enable it to pursue political and socio-economic objectives regionally. The province has further been divided into local governments to enable it to reach out to the people on the ground. The provincial government is therefore an instrument to pursue the interest of groups and classes of people. Actually, political power is in the final analysis about socio-economic resources and their allocation. It is important for the provincial government to give directives as to how individuals, groups and communities relate to capital in particular and resources in general. The Limpopo Province as a matter of priority must cater mainly for black workers, the black middle strata, small black business in its various offshoots, the rural poor and all who, to different degrees, have been denied opportunities by the apartheid government. The province also needs to educate the white people in this area, an attitude of non-racism should be developed and the white people should learn the

African languages as well. This will empower the speakers of these languages and allow everybody to participate positively in bringing about transformation in a larger whole. All these groups of people share a common interest in the advancement of the course of social transformation.

Major official African languages should be brought to parity with English and Afrikaans and this must be catered for by policy to restore the power relations between all the official languages. The provincial government must develop policy to guide people as to how it intends raising the marginalised official languages to equity with the other major official languages. It must state how the state departments should stop advantaging English and disadvantaging other official languages. (Webb 1997:80). As already mentioned in Chapter 1, some first language speakers of African languages have a negative self esteem. How then should the negative attitude of these people towards their own languages be changed? Parents should be well informed so that they can make informed decisions as to the most appropriate languages of learning and teaching for their children.

In its social development, the Province needs a united, well-trained labour force. An indigenous, majority language can be used for vocational training and as a language of the workplace to develop the work force as desired. The social services as mentioned earlier include educational systems which will need mother-tongue instruction for most of the subjects if not all.

Language and language planning can help transform the community of the Province and as for the educational backlogs mentioned in 2.1, language can be used as an

instrument of meaningful access to education. For the Province to maintain sound partnership and communication between the Provincial government, local governments, business, local communities, labour and all other stakeholders, it needs to depend on the participatory function of language. It must have at least two languages that will serve as official and that will allow citizens to participate in the politics of the Province.

For the province to transform socially, it should be ensured that citizens are well informed about the formulation of policies and they must be actively involved in their formulation and implementation. This means the policy should also proceed bottom-up. The poor and the disadvantaged should be catered for, but this does not imply that in its transformation of society the Province should be directed only at the poor and disadvantaged; instead there should be equitable sharing of benefits. This is so even though a transforming province will prioritise the interest of those who are in need of transformation, development and the upliftment of the poor and disadvantaged. Government representatives should then identify the priorities at local level first, and take them up with the provincial authorities.

The reconstruction process cannot be allowed to develop in a non-controlled way. Chapter 1 exposed the historically determined tensions, divisions and discrimination in the Province. The present tensions and fears between language groups and the educational, economic and social inequalities as explained require the Province to develop instruments which will guide it to a socially, economically and politically developed region. Pertaining to language this implies that the Province must have a comprehensive language policy and language plan. Usually language policy and language planning decisions arise in response to socio-political needs. Language

planning decisions are required in a situation where a number of linguistic groups compete for access to the mechanisms of day to day life; or where a particular linguistic minority is denied access to such mechanisms directly or indirectly (Robinson, 1988:1). Language planning may affect all areas of language use but typically concentrates on the more observable ones like the over-dominance of one language, language-related developmental problems, the politicised language-related scenarios, the shortage of well-trained language practitioners, etc, as mentioned in Chapter 1.

It is assumed that decision-making occurs at the highest levels in language planning, i.e. in the language planning institutions or government circles, rather than throughout all the layers of society. Some language planning endeavours ignore grassroots attitudes and, according to Schiffman (1998:1), “western notions of the ‘efficiency’ and ‘logic’ of monolingual policies are often preferred (at least by official planners) over linguistic diversity and multilingualism”.

A comprehensive provincial language policy and language plan cannot develop in isolation. In the context of the Limpopo Province it must be in line with the national constitution, programme for reconstruction and development as well as the provincial government’s vision expressed in the constitution of the Limpopo Province Language Council as described in the previous chapter. The policy and plan should be structured with reference to the larger national framework. This chapter will provide the larger national framework within which language policy and language plan for the Limpopo Province can be structured for social transformation and then give the suggested policy. According to Webb (2000: 61-63) the national framework looks thus:

7.2 National ideals.

The main task that the present national government was faced with from 1994 includes, inter alia, to bring together the diverse groups of people who had been divided and were antagonistic towards one another. For the Limpopo Province this means integrating communities, which are different and were even subjected to different governing structures, into one provincial government. The New South African Government had the following tasks to perform:

- To centralise communities who had been disadvantaged over a long period.
- To redistribute ownership of the country to all the people.
- To facilitate the educational development of marginalised people.
- To redistribute national wealth.

To add to these visions the government has the following missions:

- To provide equitable state services in regard to housing, health and language usage.
- To structure organs of government, and
- To maintain effective public administration (Webb, 1999:61).

These ideals are set by the national government and the provinces. Each province is supposed to implement them in their respective areas with monetary allocations from the national coffers; and provinces remain responsible to the national government.

Besides establishing a democracy, the government aims to promote equity and human rights and to develop the people of the country. For the retention of the country's cultural diversity the government allows each community to practice its culture. Affirmative action is to be implemented. With regard to language this requires a multilingual approach which encourages additive multilingualism.

7.3 Reconstruction and Development Programme(RDP)

This programme is directed at nation-building and democratisation. It is a strategy for the development of the country's human, natural and financial resources. It is aimed, inter alia, at creating employment opportunities and breaking down social barriers. The RDP co-ordinates public programmes into a coherent and purposeful whole, to meet the aspirations of the citizens and involve their direct participation.

Lo Bianco (1996.43) as quoted by Webb (2000) points out that the role of language and language policy in the RDP is not covered in the RDP document. He argues that if the active participation of civil society is to be obtained, the society, which is a multilingual civil society 'will have to be addressed in all its languages'. There are employment sections in the province which require specific language planning and language or literacy training (such as tourism, welfare, human resource development). All training programmes are directly dependent on linguistic skills.

7.4 The Constitution

The third component of the theoretical framework is the Constitution and I will confine myself to Act 108 of 1996. The mood in which the Constitution should be read is created in the preamble which touches on the injustices of the past but stresses unity in diversity and condones democracy, human rights and equality before the law.

It is not necessary to list all the language stipulations of the constitution but a few remarks are important. The stipulations state, inter alia, the languages which are official. It is the duty of the provincial governments to elevate the status and advance the use of the official languages. PanSALB must promote and create conditions for the

development of all official languages. It is not the Government's view that all eleven official languages be used for all official functions in all domains of public life. Provinces are expected to use at least two languages for official purposes.

The language stipulations can be undermined by the absence of clear definitions and the many escape clauses found in the stipulations (usage, practicality, expense, regional circumstances, preferences of the population in the province concerned).

The South African constitutional language stipulations are vague through its escape clauses. It is not clear who determines the needs. How should the preferences be determined? How can these two matters be balanced? The stipulations regarding the Pan South African Language Board are also less specific even though the specifics are described in the parliamentary act which deals with the Board.

7.5 Bill of Rights

The Bill of Rights in short accord people the right to use and be addressed in a language of their choice, without any sort of discrimination. People have the right to receive education in the official language of their choice in public schools, while at the same time they can establish their independent institutions which, however, should not be discriminative. People have the right to use their language, practice their culture and their religion. Detained or accused persons must also be tried in a language they understand. The Constitution also provides for self-determination on cultural and linguistic grounds. Section 235 of chapter 14 states that:

“The right of the South African people as a whole to self-determination, as manifested

in this constitution, does not preclude, within the framework of this right, recognition of the notion of the right of self-determination of any community sharing a common cultural and language heritage, within a territorial entity in the Republic or in any other way, determined by national legislation".(Act 108 of 1996:131)

All the stipulations pertain to the eleven official languages and speakers of the non-official languages have the right to receive respect for their languages, as well as government support for their development. It may be difficult to practice language equity (parity of esteem and equal treatment). This may be so because of the inequalities of the eleven official languages with regard to status, functional value, language knowledge, language development, resource potential and speaker-numbers. What seems clear is that government funding should be directed at promoting the African languages through funding extensive research work, improving teaching methods and undertaking development projects.

The basic requirements for policy and planning development have been outlined in Chapter 2. South Africa does not yet have a language policy. There is only a draft of the policy and plan for the country that was compiled by the advisory panel to the Minister of Arts, Culture, Science and Technology, dated 29 February 2000 (now a white paper). I will make regular reference to this draft document in this section. Mention was made of the fact that a language policy has to indicate explicitly how it wishes to achieve the specific language ideals which the Government has set for the country. It must state the specific aims it wishes to achieve, state who should do what with what and when it should be done. The African languages in the Province should be revalorised with the purpose of serving the interests of the people of the area and not for and unto

themselves, as mentioned in Chapter 2.

7.6 Language policy requirements relevant to the Limpopo Province

Before proposing a language policy for the Limpopo Province it will be necessary to comment on issues which need to be kept in mind when constructing such a policy. Languages should be seen as resources which can be used to promote productivity, effectivity and efficiency in any government institution. Some politicians and even some linguists have seen language diversity as a problem and not as a resource. The plan should not be based on the view that multilingualism is a problem or that the languages must be promoted because they are objects of human rights, but as a resource one can use for the betterment of living conditions in the area under discussion. Languages should be seen as instruments of development and tools necessary for transformation to take place. One considers the bonding role of languages as touched on in Chapter 2. The majority of the Limpopo Province community can be bonded by using an indigenous language, which is dominant statistically, as official language; and then using other regional African languages as official in designated districts. This is the view I will follow in my proposal.

Language promotion can occur through the teaching of the African languages to the people of the Province, including white people, to empower these languages and the people who speak them. For most of the African language speakers, vocational training can best be offered in their languages to allow easy acquisition of the necessary skills. These skills can be transferred into any other language. A pronouncement that certain languages will from henceforth have parity of esteem, and be treated equitably, will not be enough. The proposal must state in clear terms where one language will be used and

for what purposes.

Kashoki (1993:15) put a politico-philosophical question saying: what kind of citizen is to be regarded as an ideal citizen from a sociolinguistic point of view? The view is increasingly coming to be accepted today that in multilingual countries, in order to match language policy with sociolinguistic reality, the multilingual and not the monolingual individual ought to be regarded as the ideal citizen of the area. In the same way Ayo Bamgbose (1991:78) says: "In the African situation, a person who speaks several languages is to be regarded as a better integrated citizen than one who is only proficient in one language". The proposal in this dissertation will also be based on the view that a multilingual citizen is an ideal citizen of the province. The proposal is based on the demographic background provided in Chapter 5 and the constitutional stipulations discussed earlier in this chapter.

The views expressed above clearly suggest that in multilingual societies, notwithstanding questions of cost and the highly sensitive nature of the issue of selection, it is highly desirable that multilingualism ought to be the cornerstone of language policy. In Kashoki's view (1993:16), a multilingual language policy touches in quite a fundamental way on the democratic principle of effective participation of citizens in their administrative affairs. When multilingualism is built into the language policy as a dominant principle, it broadens opportunities for more citizens to participate in political affairs. A multilingual language policy has democratizing consequences.

It is not easy for a multilingual language policy to accommodate all the languages within the area's borders. A good policy must state the functions to be performed by all other

languages as all the languages within the borders are to be recognised and accepted as a source of mutual enrichment. Kashoki (1993:16) points out that “some matters pertaining to language maintenance and language utilisation will have to be left to the communities themselves as their direct responsibility, while the state concentrates on the use of others for official purposes”.

According to Bokamba (1999:1) the adoption of a particular language policy vis-à-vis education and government (administration) is generally viewed, in the sociolinguistic literature, as the allocation of a critical resource to the fundamental process of national or provincial development. “Such a policy, which is adopted as an attempt to solve perceived communication problems at regional or national level, is theoretically regarded as a major contribution to education, political, economic, and socio-cultural development or transformation”.

Bokamba (1999:1) also argues that “African languages constitute necessary investments without which educational, economic, social and political development cannot occur”. This view, which he characterises as the political economy of planning African languages, is argued for on the basis of successful language policy data from selected developed nations in North America, Europe and Asia against the background of failed language policies in African countries. As stated in Chapter 3, the policy model of planning I will propose will adopt Bantu languages to empower the people who already speak these languages and bind them together as a result.

The idea of promoting and developing African languages is not intended to negate the complementary useful roles non-indigenous languages have played in the past and to

date. There is also an awareness of the need to communicate globally in our universe, and citizens of the province should also be equipped with the communicative competence necessary to make them citizens of the world. For this reason the citizens of the Province must also have access to a means of global communication, which will obviously be a non-indigenous language. This is reality. The challenge for this proposal is actually how to achieve this dream, which and how many African languages and non-indigenous languages are to be learned in the education system within the limits of government resources and which languages can be learned outside the education domain.

There is an argument made by those who question the suitability of African languages in their present state as viable instruments of modern governments. From discussions in preceding chapters it is realistic to expect African languages to be promoted to functional languages of the government. The case of Afrikaans in the context of South Africa is both instructive and illustrative in this regard, as mentioned in Chapter 4. The case of Afrikaans demonstrates that any language can rise to the occasion as an official language sufficient in every way for the functions of a modern province or state. Political will is a necessary ingredient in the transformation of a language from a state of inadequacy to a state of adequacy as an official language. This should, however, be followed by an unflinching commitment and sustained practical support in the form of continuous provision of financial and other resources to ensure the modernisation of the language(s) in question. All languages are inherently capable of being modernised. To emphasise this point, Bokamba (1993) writes that the history of the evolution of English from a tribal language (of the Angles and Jutes) in 150 A.D. to become a national language in 1362 and eventually the current undisputed international language of

communication, science and technology is one example that demonstrates eloquently the potential for language modernization.

In multilingual settings, as in the Province, specific languages must be selected for specific purposes. The selection of one, two or more languages as official or government working languages is a more problematic undertaking socially and politically. What actually causes ethnic conflicts in such cases? The sociolinguistic literature (cf. Bokamba, 1993), informs us of two basic factors: (1) Language loyalty and ethnicity, and (2) Empowerment.

Language loyalty defines an individual culturally, socially and psychologically. Membership of specific language communities as a native speaker signals the identity of that individual at a certain level. Any perceived threat to this linguistic loyalty is often reacted to instinctively, but not necessarily rationally, according to Bokamba (1993:22). But linguistic loyalty can be attained through direct or indirect persuasion just like provincialism which may be done without considering the language situation or the speakers of different languages. This is possible because language is not the only element that defines the identity of an individual: education, socio-economic status, religion and political party membership also contribute to an individual's identity (Bokamba,1993:22).

The elevation of a particular language to serve as official or government working language accords empowerment to its speakers, especially L1 speakers. This happened with the speakers of Afrikaans in South Africa. For example, if a language is selected for administration and education, it makes employment and political opportunities

accessible to those citizens who speak the language concerned. If the language is used for instruction it determines a student's chances for academic success. It becomes a benefit for its speakers and an obstacle for non-speakers. Language empowerment applies to any language; indigenous or non-indigenous. The solution (as stated in the Constitution) is therefore to adopt a calculated multilingual policy that allocates different functions to the official languages and thereby allows a wider access to the resources and opportunities to the interested and capable citizens. The policy may have its problems but it offers a more liberating personal, community, and national path than a monolingual policy.

Bokamba (1993) also argues that the fact that a monolingual policy fosters unity is unsupported by facts. Political and social divisions occurred in monolingual states like Japan and Korea. One should remember that factors such as political ideology, economic and educational status, and religion also contribute to divisions. To modernize the Bantu languages so as to enable them to function effectively as media of administration and education at all levels will require a long term and a heavy investment of resources. Once again the history of the evolution of English and Afrikaans is illustrative in this regard.

Bokamba (1993:26) argues that development, viewed from a holistic perspective, involves more than educational, scientific and economic development. These factors are mostly used (without basis) to argue against the use of African languages saying they are inefficient and ineffective. But development also encompasses "political, cultural and social factors, which may be facilitated by educational, scientific and economic developments but are not automatically entailed by them" (26). This implies that some

languages may be used for vocational training, some for political discussions, for instructing other subjects, for religious purposes, etc.

In compliance with the constitution, the best language policy for the Northern Province is a multilingual one that allows the Province to empower its citizens by using their languages or the local lingua franca and still permit it (the province) to remain a "partner and player" in the national and global market of goods, knowledge and politics. This implies that there should be special functions for the selected African languages and a language that can be used nationally and internationally. The policy must further call for the mobilization of the African languages and cultures, and not destroy them or create linguistic and cultural alienation.

7.7 The language policy

The following language policy is aimed at the promotion of the major African languages in the province. It also wishes to encourage respect for language rights as cited at the beginning of this chapter. The purpose is to formulate, within the parameters of the Constitution of the country, DACST's Language Policy and Plan for South Africa of 21 September 2001, a comprehensive language policy and implementation plan to match the framework provided in Chapter 2 and be suitable for the socio-political conditions of the Limpopo Province as set out in Chapter 4. Emphasis is put on the following missions:

- major official languages must enjoy 'parity of esteem' and be treated equitably,
- the status and use of indigenous languages must be enhanced,
- people must have equality of access to government services and to knowledge and information,
- education must be introduced to learners through mother-tongue to allow them

to acquire the necessary cognitive skills,

- learners should learn other South African languages spoken within the national borders to allow easy communication in the promotional support of national multilingualism,
- citizens must at the same time be ready to become world citizens by learning at least one language, like English, for international communication and technological advancement,
- supporting the learning and teaching of South African languages.

The above-mentioned principles are in consonance with the proposed final draft of the national language policy and plan issued on 21 September 2001.

For the purpose of this dissertation *language policy* refers to and is proposed for:-

- * The provincial and local governments of the Limpopo Province.
- * Bodies supported by government in the province like commercial, professional and industrial organisations.

Even though the Advisory Panel on Language policy and Plan for South Africa prefers the principle of using four categories of language on a rotational basis, I recommend the following for Limpopo Province:

To insure 'parity of esteem and the equitable use of the official languages', all the major languages prevalent in the Province must generally be used in government structures except in instances where all the 11 official languages have to be used. These major official languages are Northern Sotho, Xitsonga, Tshivenda, Afrikaans and English. Since each province must use at least two official languages I recommend that the languages be grouped thus:

- i. Afrikaans/English be used for deliberation in the legislature on rotational basis as a provincial official language with
- ii. Northern Sotho,
- iii. Xitsonga and Tshivenda to share equal times with (i) and (ii) above.

This implies that the official languages for the province in order of preference will, two years after implementation, be English or Afrikaans, Northern Sotho, Xitsonga and Tshivenda.

In designated districts, where they are in the majority as shown in section 5.3 and table 5.2 above, the dominant language must be used for local government and for communicative functions in general.

This is proposed to develop language loyalty to these L1 communities as this will drive them and create a political will so that communities can see their language rights practised. It will empower communities linguistically and they will see the need to study and protect their languages and other associated heritages.

I am aware that there is an expectation by some elites that all or most government documents should always be in English and occasionally also in other South African official languages. I have in the previous chapters touched on the dominance of English. It will, however, be discriminatory to use only (or mainly) English for government documents. It is not practicable as most citizens do not know English well and furthermore it won't be as instrumental in binding the Limpopo Province communities together as an African language can be. One should emphasise here that the African languages designated as official in the Province should be modernised. They must be developed to enable them to function as media of administration and education. To

achieve this level of modernisation one requires a long term and heavy investment of resources in the undertaking.

1. Language policy on internal oral communication for all provincial government structures.

All government structures must agree on Northern Sotho and English/Afrikaans as their working languages, for internal oral communication, intra- and inter-departmentally. They may agree to use Northern Sotho or Afrikaans/English, but no person shall be prevented from using the language of his or her preference at any given time.

2. Language policy on internal written communication for all provincial government structures.

All government structures must agree on Northern Sotho and English/Afrikaans as their written working language for internal written communication, intra- and inter-departmentally, i.e. Northern Sotho, English/Afrikaans and/or another dominant language in the region.

3. Language policy on external oral communication for all provincial government structures.

All official provincial government communication with the provincial public must take place in the language(s) of the target audience, with the assistance of technical means whenever necessary. The language of the district, the purpose and the audience will determine the means.

4. Language policy on external written communication for all provincial government structures.

In the case of written communication between the provincial government departments and citizens, the official languages or the language of the district will be used. If the communication is initiated by the provincial government, the

target audience will determine the language to be used. Communication between the provincial government and the national government will be in any of the first two provincial official languages. International communication will normally be done in English.

5. Provincial legislatures.

The provincial official languages will be used in all legislative activities. Northern Sotho to have equal time with English/ Afrikaans for the first two years and thereafter Xitsonga and Tshivenda also to have equal time with the other official languages.

6. Local government

Local governments must develop their language policies within the provincial language policy framework. Upon the determination of the language use and preference of the communities, local governments must, in consultation with their communities promote, publicise and implement a language policy.

7. Administration of justice.

7.1. Language of courts.

Accused persons must be tried in the language of their choice. Wherever this is not practicable, the proceedings must be interpreted into that language. Judicial officers have the discretion to decide upon the language to be used during court proceedings, subject to the provisions of paragraphs 1 to 6, above.

7.2. The language of record.

The language of record shall be the language of the proceedings of the court and translation shall be provided for whenever necessary.

7.3. Interpreting

As stated by the constitution any accused person in criminal proceedings, applicant or respondent in civil proceedings, as well as any witness in any court, shall have access to a professional interpreter if required. The provincial government must provide for

funds and training of such interpreters through its institutions of higher learning and on completion they should be accredited by the regulatory Body for the Accreditation of Translators and Interpreters for the country as a whole.

8. Languages of learning and teaching

The National Language Policy and Plan draft (21 September 2001) states that learners should be strongly encouraged to use their primary languages as LoL/T at all levels of schooling. They should also have the opportunity to learn additional languages as will be shown in (ii) below.

I recommend the Limpopo Province Education Department's provincial Language-in-Education Policy Draft II of October 1999 as a working document, *mutatis mutandis*:

- i. The use of L1 to refer to a home language which is one of the official languages should be read as LoL/T (Language of Learning and Teaching).
- ii. The optional L3 in grade 4 should necessarily be an African language.

The protection of individual rights is taken as provided on page 5 of the Language Policy and Plan for South Africa of 21 September 2001.

9. Mandated public media

All five of the major provincial languages must be provided for by the provincial public broadcaster (SABC). The African languages must be given equal airtime with other languages on television to be equitable.

10. Public service

The provisions of paragraphs 1 to 4 above will apply *mutatis mutandis*.

11. All of the above from 1-10 apply *mutatis mutandis* to bodies supported by government.

12. Private sector

Private enterprises should be encouraged to develop and implement their own language policies in consonance with the framework of the provincial language policy. It is noted

that all the national official languages with the exception of Sesotho are provided for in the schools of Limpopo Province. This policy encourages local developments to include all the other official languages which are not included in the five major provincial languages. Their development will depend on the needs of the communities which speak these languages. It was mentioned earlier in the dissertation that the Province also have people who speak Northern Ndebele in the Mashashane area which is not included in isiNdebele (see table 5.2.). The communities that speak this variety should be allowed by the policy and encouraged by the plan of implementation to develop it, reduce it to writing and use it as a Language of Learning and Teaching (LoL/T).

7.8 The Implementation Plan.

Language units, language code of conduct and language audits will be treated as outlined in the Language Policy and Plan for South Africa, 21 September 2001, pp. 17-18.

1. Language awareness campaigns.

ACTIVITY	ACTORS	TARGET GROUP	TIME FRAME
1. Raise the status of African languages by conducting language awareness campaigns.	The Limpopo Provincial Language Committee (LPLC), all government departments, the Provincial department of Arts, Culture, Science and Technology, PanSALB	The public	As soon as possible and continuous.
2. Identify other language issues and raise awareness on the role of language in society.			

2. Development of African Languages

ACTIVITY	ACTORS	TARGET GROUP	TIME FRAME
<p>1. Identify priority areas for the development of African languages in the Province.</p> <p>2. Support existing structures which are promoting the development of African languages.</p>	<p>PanSALB, Provincial equivalent of DACST, LPLC and organs of civil society</p> <p>PanSALB, Provincial equivalent of DACST, PLC. UNIN and UNIVEN, professional bodies, NGO's, and government departments.</p>	<p>All users of African languages and other affected people</p> <p>Institutions of learning, researchers, teachers, academics, school governing bodies, parents, professional bodies, NGO's, material providers.</p>	<p>From as early as possible and ongoing</p> <p>Ongoing</p>
<p>3. Establish and assist in establishing new structures and programmes for the development of African languages.</p> <p>4. Use the African languages in the appointment and promotion criteria in government departments</p> <p>5. Use African languages in the Provincial government gazette and for public announcements, as well as languages of training of public administration</p>	<p>PanSALB, Provincial equivalent of DACST, LPLC, institutions of learning, private sector, NGO's, individuals, professional bodies, and government departments. Government departments, Institutions of higher learning</p> <p>Government departments, SABC, institutions of learning and vocational training</p>	<p>Institutions of learning, research institutions, professional bodies, private sector, NGO's, Community based organisations (CBO).</p> <p>The employed government and public servants as well as the public as a whole</p> <p>Employed personnel, trainees and the public</p>	<p>Ongoing</p> <p>As soon as possible and continuous</p> <p>Ongoing</p>

6. Use of African languages for health projects and for extension projects like support for farmers.	Department of Health, that of Agriculture and forestry and all other concerned stakeholders.	The public Staff of hospitals, clinics, researchers, workers in development projects	Ongoing
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3. Language and technology

ACTIVITY	ACTORS	TARGET GROUP	TIME FRAME
Adopt and develop appropriate technology in order to facilitate the development and use of African languages and all other official languages	Provincial equivalent of DACST, PanSALB, Department of communication, language practitioners, Institutions of learning, research institutions, and Information Technology agencies.	Language programme providers, language practitioners, language users, government departments and agencies.	Ongoing

4. Languages of learning and teaching

ACTIVITY	ACTORS	TARGET GROUP	TIME FRAME
Finalise and systematically implement the existing provincial language in education policy as presented with amendments and additions. Organise curriculum for non-African speaking people for literacy in the African languages.	Provincial Education Department, Teacher training colleges. Educational material developers. In-service training and pre-service training programme providers.	All learners, educators and training institutions. The non-African speaking population.	From the beginning of the following year and ongoing. Each non-African speaking learner to be exposed to an African language for at least five years.

5. Budget

ACTIVITY	ACTORS	TARGET GROUP	TIME FRAME
Provide annual monetary allocation per activity for the implementation of the language policy	Department of Finance, LPLC, and all government departments and relevant structures.	All agencies responsible for implementing the language policy.	As soon as possible and ongoing.

There are a number of other issues of implementation that I have not included because the national language policy stipulations also covered them adequately. They relate to language units, a language code of conduct, language audits, the South African Language Practitioners council, telephone interpreting services of South Africa (TISSA), etc.

I have portrayed the larger national framework with which the policy and plan for the province should be structured. The portrayal includes the national programme for reconstruction and the province's language council vision expressed in its constitution. I have mentioned that African languages, if seen as resources, can be used to promote productivity, effectivity and efficiency in any institution or generally improve living conditions. Multilingualism is not a problem. The multilingual citizen and not the monolingual one should be regarded as an ideal citizen in multilingual areas and this also supports the democratic principle of effective participation of citizens in their administrative affairs.

I have shown that language planning formulations should take into account local conditions and needs. With this both legislators and educators can make informed choices about language policy in areas such as educational policy and access to basic

services. Additive multilingualism is one way of incorporating various needs on different levels of society. Compromises will have to be made at local levels in order to provide education first in the psychologically advantageous mother-tongues and in languages of wider communication to equip the citizens for international communication as well. This will help to open up more economic and cultural opportunities to children and adults.

I have a full understanding, in supporting Robinson (1999:405), that policies are instruments of government, they are made by government, and any input from the grassroots depends on how willing, or how obliged, a government is to listen and respond. "The grassroots can bring the multilingual realities of African life back into policies that were for long based on extraneous models" (Robinson, 1999:405).

The next chapter will provide conclusions, proposals and recommendations on the language policy and plan for social transformation.