

**AN EVALUATION OF THE IMPLEMENTATION OF THE LANGUAGE
POLICY FOR HIGHER EDUCATION: AFRICAN LANGUAGES AS
MEDIUM OF INSTRUCTION AT SELECTED SOUTH AFRICAN
UNIVERSITIES**

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DEDICATION

This study is dedicated to Commando Ngcobo (my father), Andries Zikode and Amos Ngcobo (my grandfathers), Aniette Ngcobo (my grandmother) and Dimakatso Ngcobo (my special “mother”). You may all be departed, but you live in my heart forever. I hope I have made you proud.

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Many did not understand why I would put myself through this process; however, I had to do this for me, for my siblings, and for the dreamers from Majomela in Nongoma who only dream of the same thing.

SUMMARY

The 1996 Constitution of South African recognises 11 official languages and considers them all equal under the law. However, this has not always been the case in all sectors of government, specifically in education. Under Apartheid, only English and Afrikaans were considered as official education languages, and as a result, they were developed as mediums of instruction as well as scientific and academic languages. Post the 1994 democratic elections, as a form of redress, inclusive that represented a democratic South Africa were formulated.

Part of the redress was in education, specifically, languages use in education. One of the policies that were formulated to drive transformation and redress was the Language Policy for Higher Education, 2002. It formulated to promote multilingualism, to ensure that languages are not barriers to access and success in higher education and to encourage the development of indigenous languages as mediums of instruction and scientific and academic languages.

This qualitative study evaluates how higher education institutions have been implementing the policy and assesses the advances made in the development of indigenous African languages for their use as mediums of instruction. Recently, universities in the country have been faced with a wide range of protests from students who have expressed their dissatisfaction with language policies of their respective institutions, stating that they are discriminative and not a reflection of the changing student demographics and a democratic South Africa.

The study employs qualitative research methods including, interviews, case studies and secondary sources to better understand how the policy is being implemented, challenges faced institutions and the government to ensure the successful implementation of the policy and the development and use of indigenous languages in higher education. It is true that there has been a lot of changes in South Africa and in higher education since the policy was formulated. The study therefore seeks to discover if any shortfalls exist in the policy which might be a barrier on its successful implementation. Finally, the study takes into consideration the information gathered through data findings and analysis to make commendations by the role players and recommendations for implementing the policy.

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CHAPTER ONE

STUDY INTRODUCTION AND RESEARCH METHODOLOGY

1.1 INTRODUCTION

After the democratic government took office in 1994, many policies were changed and a lot were introduced in the years that followed. One of the key areas that experienced change was education. According to the section 1 of Language Policy for Higher Education, 2002 (LPHE) during the Apartheid era, education, amongst many other things, was used to discriminate against and exploit non-white South Africans (Department of Education (DoE), 2002:2). Language was the key instrument which was used to drive discrimination. During the Apartheid years, African students had Afrikaans or English as the mediums of instruction, which resulted in the student protests of June 1976, with students protesting against the use of Afrikaans as the medium of instruction. The fight against Apartheid however did not lead to any protestation against the use of English (eNCA 2014). As a result, according to section 11.2 of the LPHE, 2002 it is the most widely used language in the South African Higher Education system, with the exception of a few universities such as the University of Stellenbosch and North-West University which also make use of Afrikaans as a medium of instruction (DoE 2002:7).

In South Africa, English and Afrikaans are not the most spoken languages. According to Statistics South Africa (Stats SA) (2012:29) IsiZulu is the most spoken language in South Africa, with 22.7% of the South African citizens using it as a mother tongue. It is followed by IsiXhosa with 16.0%, Afrikaans with 13.5%; English with 9.6% and Sepedi with 9.1%. These statistics however do not represent the numbers in the individual provinces in the country. These numbers only show the overall statistics in the whole country. According to Stats SA (2012:28) it is only in the Western Cape where the majority of people use Afrikaans as their mother tongue, followed by IsiXhosa. In the rest of the provinces, neither English nor Afrikaans is used as the mother tongue by the majority of residents.

According to the Mail and Guardian (2013), during the Apartheid era, there was a state plan for black students to be taught in Afrikaans, to which the students objected. As part of the corrective measures, the democratic government introduced policies to develop the African languages as well, for their use as mediums of instruction, to be used for scholarship and science and to create multilingual institutions. Despite all the policies, the different reports,

changing departmental leadership and the committees which the Department of Education has created, no higher education institution (HEI) in South Africa uses an indigenous language as a medium of instruction. English remains the most used language with the exception of a few universities who use Afrikaans as one of their mediums of instruction.

According to section 12 of LPHE, 2002 was formulated as part of the transformation of the education system in South Africa. This policy is designed to promote multilingualism and to enhance equity in access to higher education (DoE 2002:15). The policy aims to achieve this through a number of mechanisms, including developing indigenous South African languages to be used as mediums of instruction alongside English and Afrikaans, as well as developing strategies to equip students in their proficiency in languages of tuition. Section 21 of the LPHE, 2002 states that the Policy also aims to retain and develop Afrikaans as a language of scholarship and science, while promoting the study of South African languages through planning and funding incentives, encouraging multilingualism in institutions in their language policies and practices, as well as the promotion of studying foreign languages (DoE 2002:16).

As much as the intentions of the policy are good and sound, the problem that still remains is implementation. Despite the number of years since the introduction of this Policy in the higher education sphere, it has still not been fully implemented in higher education institutions. This according to Kaschula (2013:4), one of the main challenges in the development of African languages in higher education is at the policy implementation level. According to Kaschula (2013:4) from afar, the language policy seems impressive in its attempts to promote the use of African languages as mediums of instruction, as well as in the promotion of multilingualism in institutions. However the problem is that it does not have an implementation plan. The Policy does not specify who is responsible to ensure its implementation.

Under the different leaders in government there have been various committees and panels convened to assist with the realisation of the policy, and to see to it that African languages are developed and are used as mediums of instruction and language of scholarship and research. These include the ministerial committee which was created to advise on the development of African languages as mediums of instruction in higher education in 2003, as well as the committee which compiled the report on the development of indigenous African languages as mediums of instruction in higher education which was published in 2005 (Department of Education 2005). There have been some notable initiatives to drive

multilingualism and, however, in some institutions, not much has been achieved. Notable initiatives include former Afrikaans universities which now have English as one of their mediums of instruction alongside Afrikaans and the University of KwaZulu-Natal where isiZulu module is compulsory for all their first year undergraduates. Other than these, nothing much has been done to develop the use of African languages as mediums of instruction or their use in research. Many challenges have been outlined as barriers to the full implementation of the policy. This study sought to discover why after so many years since the introduction of the policy, government and institutions have still not been able to fully implement the policy, and what can be done to ensure the full implementation of the policy.

1. 2. LITERATURE REVIEW

According to Kui, Mulaudzi, Gudlhuza, Makhwathana, Maluleke and Neeta (2013:39), since the democratisation of South Africa, the new political dispensation has taken up the challenge to make sure that all the local official languages are fully developed and are used in education. According to Neethling (2010:62) throughout the world where colonisation existed, higher education was conducted in the language of the coloniser and the languages of the colonised were side-lined. However, once the colonisation was ousted, attempts were made to develop local languages so that they could be used as mediums of instruction in the country's education. This cannot be said for the countries which were dominated by France and Britain, particularly in Africa, where the process of developing and using local languages as mediums of instruction is slow. In the South African higher education institutions, English is still the most widely used language of instruction (Neethling 2010:62).

Afrikaans however, is still used as one of the mediums of instruction in some of the former Afrikaans Universities such as the North-West University though not in all three of its campuses, and none of these institutions use the other nine official languages in the country as official mediums of instruction. According to Section 11.1 of the LPHE 2002, English is still the most used medium of instruction in HEIs, with Afrikaans being the most used in former Afrikaans universities. However, there is parallel usage between Afrikaans and English in institutions where Afrikaans used to be the only language of instruction. Examples of these institutions include the University of Pretoria, the Randse Afrikaans Universiteit (now the University of Johannesburg) and Stellenbosch University.

According to Chapter 7 Section 34 of the White Paper on Education and Training of 1995, Afrikaans, English, isiNdebele, Sepedi, Sesotho, Setswana, SiSwati, Xitsonga, Tshivenda, IsiXhosa and IsiZulu are all the official languages of the country and national government needs to provide conditions for the development of them all, and all languages should all enjoy equal use and promotion. As stated above, this has not happened. Some institutions such as the University of Kwa-Zulu Natal are an exception in the sense that the institution made it compulsory for all first year students to take isiZulu as a subject of study and others such as the North-West University have adopted a multilingual approach. Chapter 7, Section 33 (d) further states that there should be promotion of multilingualism, and translation facilities should be made available in institutions of higher learning. This policy further illustrates the need to promote all South African languages and the need to ensure that they are all used within the higher education sector.

Section 5 of the LPHE, 2002 declares that languages should not act as a barrier to access and success in higher education. It indicates that many African languages have not been developed to be used as academic or scientific languages, and many of those who enter higher education are not proficient enough in either the use of English or Afrikaans (DoE 2002:4). Chapter 2 Section 29 (2) of the Constitution of the Republic of South Africa, 1996 declares that “everyone has a right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable. In order to ensure the effective access to and the implementation of this right, the state must consider all reasonable educational alternatives, including single medium institutions, taking into account (a) equity, (b) practicability and (c) the need to redress the results of past racially discriminatory laws and practices”. This clause highlights that the students can be taught in the languages they prefer where this is achievable. This clause further emphasises the role of the state in making sure that students can be taught in the languages they prefer, by exploring all the necessary options.

The Constitution of the Republic of South Africa, 1996 (1996 Constitution) points out the importance of the state’s role in the development, the promotion and the use of African languages in South African HEIs. Chapter 1 Section 6 (2) of the 1996 Constitution specifies that the government has to take the lead in the realisation of what it stipulates. The LPHE also states that government has to encourage institutions to develop strategies to develop and to promote the usage of African languages in the HEIs. This points to the fact that

government has to take the lead in making sure that this happens. Government has to make sure that the policy is being implemented.

Following the introduction of the LPHE in 2002, there have been two different leaders of the Department of Education, the late Dr Kadar Asmal and Ms Naledi Pandor. Prior to the 2009 national elections, there had always been one Department of Education dealing with both basic and higher education. Following the 2009 elections a new Department of Higher Education and Training (DHET) was formed, to deal directly and solely with the matters of post school education (DHET 2017). According to the DHET (2012:6), post schooling matters before 2009 were the responsibility of the Department of Education, the Department of Labour and the provincial departments of education. Now that the DHET exists, some of its many responsibility areas include public universities, national institutes of higher education, private higher education institutions, public and private technical and vocational education and training colleges, regulatory institutions and the Human Resource Development Strategy for South Africa (HRD-SA) (2010-2030). Under the different administrations in the democratic government, there have been many attempts to address the language issues in higher education. The different attempts resulted in the LPHE, the Soudien Report (2008) and the Development of Indigenous African Languages as Medium of Instruction Report (2003). Under the current administration there have also been task teams established to advise the Minister on the issue of African languages in the South African higher education sector (DHET 2013). Despite all these attempts, not much has been achieved.

The study argues that the problem with regard to the LPHE, 2002 is implementation. There are many policies which seek to address social issues and many fail due to a lack of implementation plans. Kaschula (2013:4) states that implementing a policy is difficult when there is no implementation plan that outlines how to go about implementing the policy, which is the case with the LPHE, 2002 and many other policies. As Kaschula (2013:9) states, the South African language policy can be considered as being amongst the best language policies in the world, however it can be said that policy implementation remains one of the main hindrances in the country.

Kaschula (2013:11) states that the other problem is the issue of not assessing through monitoring and evaluation why previous policies were never implemented or successful. Failure to do assessments poses a risk of the repetition of previous mistakes. Kaschula (2013:11) states that the lack of assessments has become a norm where new policies get

introduced all the time and never get implemented, and their success is never evaluated. Government has to take a leading role in making sure that the policies it creates are implemented at institutional level.

There are however many challenges which make it difficult for the policy to be implemented. According to Neethling (2010:65) one of the main challenges is the lack of political will which contributes to the underdevelopment and non-usage of indigenous languages in higher education. This suggests that the lack of willpower from the side of the government is delaying the process of promoting and developing indigenous languages. According to Viljoen in Neethling (2010:65) the government has the financial and constitutional means (through policies) to make sure that the indigenous languages are promoted as mediums of instruction at all levels of education, and thus cannot expect the institutions themselves to do this.

Together with implementation, Kaschula (2013:5) points out responsibility as problematic when it comes to policies. There is a lack of monitoring and implementation of policies by the government. The LPHE, 2002 and other supporting reports, such as the Report on the Development of Indigenous Languages as Medium of Instruction in Higher Education (2003) outline clearly what needs to be done. Their shortcoming however is the fact that the LPHE, 2002 does not mention much with regard to monitoring the compliance to the policy by HEIs. Alexander (2007:40) states that higher education institutions in South Africa have already started formulating their policies in which they reflect which languages are to be taught as subjects, which are to be used as mediums of instruction and which African languages will be developed. This is important when it comes to the evaluation of the policies in terms of their promises and outcomes.

Alexander in Kaschula (2013:5) however criticises the requirement of the LPHE that HEIs have their own institutional language policies and states that this is just to see at a glance if the institutions are complying with the LPHE. There are no monitoring measures in place to check and oversee the institutional compliance with the policy in terms of the development of indigenous languages by the DHET. There are also no penalties in place for the institutions that choose not to comply with the policy. The absence of monitoring in the implementation of the policy sets it up for failure, as institutions can submit their policies and outline their plans in terms of developing African languages, and using them as mediums of instruction and multilingualism at their institution. However, with no measures in place to monitor each

institution's progress and evaluate its attempts, it is unlikely that the policy will be successfully implemented.

With many supporting the development of African languages and their use as mediums of instruction to create multilingual institutions, many are also not supportive thereof. Different reasons exist with many stating that it is pointless to have indigenous languages as mediums of instruction at HEIs, because English is the universal language. Some contend that English is the business language. As Webb, Lafon and Pare (2010:273) state, the strong preference for English as the medium of instruction is one of the main contributors to the poor performance of learners. The lesser use of students' home language in their education also contributes to them performing poorly (Webb et al. 2010). This means that the continual neglect of mother tongue languages as the language of instruction will result in the continuous poor performance of the non-English speakers. With the 1996 Constitution stating that language should not be a barrier for accessing information, the lack of using these languages could be seen as a barrier to accessing education. Moreover, Section 5 of the LPHE, 2002 states that language continues to be a barrier to the access and success in higher education because indigenous African languages and other languages have not been developed to a point where they can be used as mediums of instruction or for scientific research.

There seems to be concern from the Afrikaans community regarding the retention of Afrikaans under the democratic government. According to De Klerk in Napier (2011:66) when the Apartheid era officially came to an end following the 1994 elections, many white Afrikaners feared being unwelcome and felt anxious over the survival and the official status of their language. With that uncertainty, it would however seem that the language continues to be one of the strongest in the country, especially in higher education, as it is the second most used language as a medium of instruction in HEIs. Section 21 of the LPHE, 2002 states that one of the key ideas in formulating the policy is to enhance equity and access in the higher education sector through the retention and strengthening of Afrikaans as a language of scholarship and science, and not to do away with it. Afrikaans is recognised as a South African language.

According to Neethling (2010:65), who studied the institutional language policies of the University of Cape Town (UCT), the University of Stellenbosch (SUN) and the University of the Western Cape (UWC), there is very little in these policies that reflects their interest of

developing indigenous languages to a level where they can be used as mediums of instruction, particularly Xhosa, which is one of the dominant languages in the Western Cape. Neethling (2010:65) uses the term “window dressing” which many of these institutions use to portray a picture that suggests that they are interested in the development and use of indigenous languages, whereas in practice this is not the case. Neethling (2010:65) illustrates the concept of window dressing by UCT and SUN having Xhosa on their website, but failing to do anything at institutional level to develop the language to a state where it can be used.

Many studies on African languages such as those done by Prof Russell Kaschula and Prof Neville Alexander suggest that the main problem is policy implementation. The government fails to make sure implementation happens, and the institutions do not comply, which is their failure at the institutional level. Different approaches to policy implementation exist. Paudel (2009:39) distinguishes between two types of policy implementation. The first one is the bottom down approach. This approach assumes that policy decisions can be taken at the top and successfully implemented through following certain mechanisms. This type of approach represents the policy maker’s views. The main issue is that the policy makers have to have control over the environment where the policy is targeted, so that their implementation goals are reached. The second type of implementation is the one where the policy is influenced by the views of those that the policy is addressing. This approach is called the bottom-up approach. For the purpose of this study however, these different approaches will not be the focus.

1.3 MOTIVATION FOR THE RESEARCH

Transformation in the Higher Education sector is one of the key issues that the democratic government of South Africa is dealing with. Language plays one of the key roles in the quest for transformation. The 1996 Constitution, the LPHE of 2002 and the Report on the Development of Indigenous African Languages as Mediums of Instruction in Higher Education, 2005 are some of the key documents which further highlight the importance of language in the success of and access to higher education.

According to Kagwesage (2012:2) the medium of instruction in education is important as it facilitates the learning of content, and is only effective if the students and their teachers’ converse in it. It is important that both the educator and the student fully understand the

language being used in order to facilitate the learning process. In South Africa, there are eleven official languages, however only English and Afrikaans are used as mediums of instruction and research in HEIs. “South Africa will not become a developed, effectively multilingual and nationally integrated country if linguistic equity and parity of esteem are not established in a meaningful way for all official languages, which includes provision for their use as media of instruction” (Webb et al. 2010:273).

African indigenous languages need a more pivotal role in the education system of the country. Many of the students to whom English is not their mother tongue are not sufficiently proficient in English to be taught and to learn using it (Webb et al. 2010:279). According to the Research Triangle Institute (2011:2) language is important in the success of an individual student. If the issue is not resolved, the education system will have failed those who are inadequate in the language of instruction, and not only that, but as studies have shown, not using indigenous languages may result in their extinction. This further outlines the need for this study. This study is important in that, as much as the policy has been in operation, not much has happened in terms of what it set out to achieve. The study will establish why indigenous languages are still not used as mediums of instruction, what can be done to achieve successful implementation of the policy, and whether the full implementation can indeed be achieved if indigenous languages can be developed to a stage where they are used as mediums of instruction. Much of the studies and documents on this issue including the policy itself do not point out clearly what are the government’s roles in the implementation. Much is said about what the institutions have to do and the challenges that come with the development and promotion of indigenous languages.

Approximately 76.9% of South Africans do not use Afrikaans or English as their mother tongue (van Lit 2015). The policy to address language issues in higher education is there, but more than a decade has elapsed with not much progress in terms of implementation. This study is important in that it seeks to discover the strategies that higher education institutions have in place to develop African indigenous languages, how they are implementing the LPHE of 2002 and to discover what are best practices that can be employed to properly implement the policy and to achieve its mandate. The issue of languages is very complex, one that cannot be solved overnight. However, if the key plans and mechanisms to implement the policy are in place, there could be progress. This study will discover the best way that the policy can be implemented for the development and promotion of indigenous languages.

The study is also important in that much of the debate around the development of African languages as mediums of instruction does not focus on the groups within the black African community who are not for the idea of indigenous languages being used as mediums of instruction. Many of the policies focus on indigenous languages as mediums that require intervention in terms of use and development. History has however shown that many black Africans still prefer to enrol their children in former Model C Schools where the medium of instruction is either English or Afrikaans and the number of black African teachers who speak indigenous African languages is low (Morama 2015).

The study will therefore investigate the implementation of the policy based on its mandate and its objectives, while also paying close attention to this side of the argument and attention to the trends by the government, the policy framework as well as the institutions, when it comes to how this is managed.

1.4 LIMITATIONS OF THE STUDY

Marshall and Rossman (2011:77) state that all research projects are bound to have limitations as no research is perfect. The limitations of a study are a result of different factors including the conceptual framework of the study, as well as the research design of the study. It is important for the researcher to outline these because it helps to set out what the research is about and also what it is not about, as well as the boundaries within which the study is carried out and how these boundaries may or may not have an effect on the findings of the study. For this particular study the following are potential limitations of the study:

1.4.1 Scope of the study

South Africa has a total of 26 higher education institutions including traditional universities, comprehensive universities and universities of technology. The Language Policy for Higher Education, 2002 applies to all of them. For this study, not all 26 institutions will be studied. Only those identified as the sample will be studied. Another limitation of the study due to its scope is that generalisation cannot be done. Ritchie, Lewis, McNaughton and Ormston (2014:348) state that generalisation in a qualitative study occurs when research findings from the study can be of relevance and apply to the broader population outside of the one sampled for the study. The policy has not been fully implemented in all of the HEIs; however it cannot be assumed that they are facing the same challenges and that their experiences with regard to language are the same. Therefore the information to be gathered

through this study will not necessarily be representative of the entire higher education sector in South Africa.

1.4.2 Information

One of the data collection methods for this study is interviews. The study will not be able to rule out the biasness' of the respondents. There is a likelihood that the respondents may be subjective and not objective in how they respond to questions they are being asked. The interviewer might not be able to get answers to all the questions because of the ability of the respondents to choose if they do not want to answer certain questions.

1.4.3 Telephonic interview limitations

Some of the interviews for this study are done over the telephone. Some of the challenges that this may present to the study is the loss of coverage, struggling to hear what the other is saying, missing verbal cues when the respondents answer questions and potential noise where respondents are situated, amongst many others.

1.5 PROBLEM STATEMENT

The Language Policy for Higher Education, 2002 has been functional for over a decade, with the 1996 Constitution of the country being one of its founding and guiding documents. Section 6 of the LPHE states that it aims to address the challenge of creating multilingual institutions, while at the same time ensuring that the already existing languages do not serve as barriers to access and success in higher education. However as Kui, Mulaudzi, Gudlhuza, Makhwathana, Maluleke and Neeta (2013:1) state, focusing on the current higher education policy in South Africa, that it can be said that the LPHE, 2002 is an improvement compared to the language policy under the Apartheid government. However, they further state that as good as the policy is, the problem is in its implementation and that is a big concern.

Kaschula (2013:2) reiterates the point of preserving languages and states that languages need to be treated as natural resources and have to be preserved. The problem that seems to be persistent in the higher education sector in South Africa regarding languages is the implementation of the policy. The LPHE aims to develop African languages to be used as mediums of instruction to create multilingual institutions and to use them for research and scientific purposes. One of the requirements of the policy is that all institutions need to have strategies in place which outline how the institution is going to address language challenges within their own individual institutions. As a result, all 26 higher education institutions have

individual language policies in which they describe how they aim to address the issue of languages in line with government's national language policy. In these institutional policies and strategies, each institution is required to outline language problems, an Africa indigenous language to develop, and to outline how that specific language will be developed. Additionally, the institutions are required to indicate in their strategies how they are planning to do that and the amount of time they will require to achieve a certain deliverable. Policy implementation and monitoring however still remain the hindrance to progress.

The main problem is that the LPHE calls for equitable use of official languages in higher education, the development of African languages as mediums of instruction and scientific and academic languages. However, more than a decade after the introduction of the policy, language policy issues seem to be growing in South Africa. With the main problem being policy implementation, the following research questions were formulated:

- i. What are the institutions doing to develop indigenous African languages as mediums of instruction and as scientific languages?
- ii. What are the challenges hindering the implementation of the policy?
- iii. Do institutional policies comply with the Language Policy for Higher Education, 2002?
- iv. Can African languages be developed as mediums of instruction in public higher education institutions?

With regards to the third study objective, in relation to this study, compliance to the LPHE, 2002 refers to ensuring that languages do not act as a barrier to success and access to higher education, creating multilingual institutions and finally, it refers to the effective and efficient development of indigenous African languages in higher education as mediums of instructions and functional academic languages.

1.6 RESEARCH OBJECTIVES

According to Auriacombe (2014:54) research has to be undertaken with a clear purpose in place. The objectives of any research reflect the value of the research and justify the research being undertaken. For this study, guided by the research questions above, the following are the objectives:

- i. To discover the strategies that higher education institutions have to ensure the development of indigenous African languages as mediums of instruction in higher education and scientific languages.
- ii. To describe the challenges hindering the implementation of the language policy in ensuring that the indigenous African languages are used as mediums of instruction in higher education institutions to create multilingual institutions.
- iii. To determine whether higher education institutions fully comply with the Language Policy for Higher Education, 2002.
- iv. To ascertain whether or not African languages as mediums of instruction in higher education institutions can be successfully implemented.

1.7 RESEARCH METHODOLOGY

According to Goertz and Mahony (2012:3) the type of research method that a researcher chooses for their study depends on the research task. There is qualitative research methods as well as quantitative research methods. However, there is also a mixed method approach to research which is a combination of the two methods. Goertz and Mahony (2012:3) further state that the choice between the two methods is not merely based on the data that is available, but the research goals assist the researcher to choose the best one to assist them to reach those goals.

The different methods have different advantages as well as disadvantages, which the researcher needs to be aware of before they can conduct their study, as these may have an effect on the study. Research methods have different characteristics which differentiate them from each other. According to Velez (2008:6), the strength of these different methods lies in the ways in which data is collected for each and their weaknesses lie in the limitations created by the epistemological assumptions which refer to what can be gained through the research, axiological assumptions which refers to the researcher's objectivity and ontological assumptions which refers to the environment within which research is conducted.

According to Sibanda (2009:2) quantitative research is that which focuses on gathering numerical data then generalising it throughout a group of people. It does not necessarily set out to ask questions such as the whys. Velez (2008:1) states that in quantitative research reality, experience and situations are regarded as measurable. Anything therefore that

cannot be measured is regarded as not worthy to be reported. Sibanda (2009:1) identifies the following as some of the characteristics of quantitative research methods:

- i. The data that is collected is in the form of numbers and statistics.
- ii. All aspects of the research are carefully and precisely designed before the collection of data can commence.
- iii. The research questions are clearly defined.
- iv. The researcher is after objective responses.
- v. The research project can be used to generalise concepts more widely, predict future results or to investigate casual relationships.

Some of the strengths of using quantitative research methods are that there is little to no subjectivity from the researchers, respondents provide solid and objective answers and they also allow for generalising of the research results to a wider population. Weaknesses of the quantitative research methods include the complication of statistical results and for them to be understood. Even though the ability to generalise can be regarded as a strength, it also serves as a weakness because generalising does not provide for the full picture happening in certain contexts (Velez 2008:1).

The study is interested in the reasons for the lack of implementation of the policy and the development of African indigenous languages in higher education, as well as the explanations for the aforementioned, which is why qualitative research methods were the chosen research method. Auriacombe (2014:50) describes qualitative research as a study that seeks to describe and analyse the behaviour of people from their point of view. In qualitative research, the researcher, rather than trying to study the people involved with an experiment and rather than trying to control the entire spectrum of complications that may interfere with the study, seeks to be engrossed with the objects being studied. The aim of the study is to explore all factors which are barriers to the full implementation of the LPHE, 2002 in higher education institutions. The issue of language is a societal issue which affects many. It is thus important to understand the factors that contribute to the problem.

Different characteristics of qualitative research exist. These include:

- i. The researcher is interested in viewing the norms, the actions and values from the perspectives of those being studied.

- ii. The researcher has to provide a full description of the setting they are investigating.
- iii. The researcher tries to understand the events and behaviour from the environment in which they are taking place.
- iv. The researcher follows a research study that is relatively open and unstructured, even though the interview might be of a structured nature.

The implementation of the Language Policy for Higher Education of 2002 has not been fully realised in the HEIs of South Africa. This is because there is still no institution that is bilingual or multilingual in terms of using Afrikaans or English alongside any of the other nine official languages of South Africa following the introduction of the LPHE, 2002. Institutions that claim to be multilingual do so through the utilisation of English and Afrikaans. Where indigenous African languages are recognised as official languages of an institution, it is not for the medium of instruction purposes. In this study, the different experiences and difficulties which might be faced by the individual institutions in terms of implementing the policy is acknowledged. This makes the use of qualitative research methods instead of quantitative research methods more appropriate, because this study does not seek to generalise the results, but to study specific institutions in their natural state, with the acknowledgement that their context and structure have an influence on the success of the implementation of the policy.

One of the other strengths of qualitative research methods is their ability to give a description of their study (Velez 2008:4). For this study, in order to have a complete understanding of the different experiences from the HEIs in terms of implementing the policy, the different strategies they have in place, their progress and shortfalls in implementing policy, statistical representation will not provide the complete picture that this study seeks, and this further justifies why qualitative research methods were chosen. One of the characteristics of qualitative research is the lack of theory forming the basis of the study when it is being conducted. For this study, the interest is to learn from the subjects of the study, including the South African government and the identified HEIs.

1.7.1 Research Design

Van Wyk (2010:4) research design refers to the overall plan for connecting the conceptual research problems to the relevant (and achievable) first-hand research. Furthermore, van Wyk (2010:4) states that research design describes the kind of data that is required; the research methods are going to be utilised for data collection and analyse that data, and how all of this is going to address your research questions.

For the purpose of this study, the adopted research design is case studies.

1.7.2 Case studies

Though there is no singular specific definition of a case study, Simons (2009:19) defines a case study as an in-depth exploration from multiple perspectives of the complexity and uniqueness of a particular project, policy, institution, programme or system in a real life context. According to Yin (2014:6) a case study is an empirical inquiry that investigates a contemporary phenomenon, the 'case', in depth and within its real-world context. The purpose is to gain in depth information of the case in its relation to the study. For the purpose of the study, the aim is to gain knowledge on the identified cases and how they are dealing with indigenous languages in their institutions on a normal every day basis and in relation to the LPHE, 2002.

According to Schramm in Yin (2009:17) the central tendency of a case study is that it attempts to illuminate a decision, or a set of decisions, why they were taken, how they were implemented and what were the results that stemmed from those decisions. It is important to note the difference between case studies and ethnographic studies. According to Yin (2014:17) earlier social scientists failed to recognise case studies as research methodology and one of the reasons for this was because they were confused with ethnographic studies or participant-observation studies. These in fact are different and should be treated differently. Murchison (2010:4) defines ethnography as a research method that allows the researcher to explore and study the culture and a society in their natural state which is a fundamental part of the human experience.

When a researcher conducts an ethnographic study, they are not typically detached from the study, as is usually the case with many other research methods. The researcher collects data and gains insight to a community on a first-hand basis by being involved with the subjects and the information. Through an ethnographic study, the researcher studies the subjects in their natural environment and employs what is referred to as a participation observation method, where the researcher partakes and becomes an active member of the group, while observing their behaviour and recording it. An ethnographic study takes much longer because it is usually a study of a group and a culture, unlike a case study which does not take as much time because the researcher does not become an active member of the environment.

There are different advantages of using case studies as one of the methods of collecting data. According to Yin (2014:4) case studies allow investigators to maintain the full focus on a particular case and to preserve the holistic and meaningful characteristics of real life events. They allow the researcher to look at the phenomena as a whole and thus grant the researcher access to everything that might have an influence on what is being specifically

studied. One of the key advantages of case studies is that they provide in depth understanding of the case being studied. For this study, the case studies are the University of Johannesburg (UJ), the University of KwaZulu-Natal (UKZN), North-West University (NWU) and the University of Pretoria (UP). This study deals with the implementation of the LHPE of 2002 in higher education in South Africa, specifically by the HEIs. It is thus important to gain insights from these institutions, in order to have meaningful understanding of their language policy implementation and the strategies they have in place to deal with language matter in their institutions, as well as strategies to develop other South African indigenous languages.

Another advantage of a case study according to Yin (2009:18) is that case studies investigate a phenomenon within its real-life context, more so when the boundaries between the phenomenon and the context are not clearly evident. For this study, it might be problematic to study the identified cases separate from their context. The different institutions experience language issues differently from their counterparts, which make the use of case studies important, because it will help create a picture of the context regarding languages in higher education in South Africa. A case study seeks to include multiple perspectives to the phenomenon that is being studied. According to Moriarty (2011:16) this is an advantage because it allows the researcher to document multiple viewpoints and highlight areas where there is consensus and conflict. Using case studies is also advantageous in that the researcher can choose from many different data collection methods which they deem fitting in each case. There is flexibility in how data is collected.

Yin (2014:26) states that for a researcher to conduct a case study, they need to have sufficient access to the potential data. This can be a disadvantage because a researcher may sometimes not have control over the amount of data to which they get exposed. Sources may also choose to hide certain information from the researcher. According to Simons (1996:225) another disadvantage is that it is impossible for a researcher to generalise from a single case. Many researchers have a tendency to use data to confirm their preconceived notions.

1.7.3 Qualitative research methods

There are different types of data collection methods that can be used when conducting a qualitative study. According to Auriacombe (2014:58) what determines the research methodology that the researcher uses depends on their research questions as well as their hypothesis. Based on the research questions for this study, interviews, case studies and secondary sources were chosen to be the data collection methods for this study.

1.7.3.1 Interviews

Different advantages exist in choosing interviews as the data collection method. Berg and Lune (2012:3) define an interview as a conversation with the main purpose being to gather information. According to Maree (2012:87), the main aim of qualitative interviews is so that the interviewer can see the world through the eyes of the respondent. Interviews differ in that the researcher chooses the number of participants they would want to partake in that conversation. During the process of the interview, the interviewer will ask questions and the interviewee, namely the respondent, will then provide answers. The type of questions that are asked of the respondents depend on the researcher. Questions can be open-ended questions, meaning that the respondent has a choice on how they answer question. If they feel the need to elaborate further on their responses, they can do that. There could also be closed-ended questions where the respondent has to only answer the question with a response that is very detailed (Valenzuela and Shrivastara 2008:5). For this study, respondents were asked open-ended questions.

Different advantages exist when a researcher chooses to use interviews. Interviews allow the researcher to have control of how they want the interview to be conducted. The interviews give the respondents the freedom to give historical background to answers on questions being posed to them (Creswell 2009:79). For this study, the historical background plays a role in the current state of languages in HEIs. It also forms the basis of the Language Policy for Higher Education of 2002 on which this study is focused. The interviewer has control over the interview, and therefore there is a high chance of success in the data collection, because the interviewer has the ability to focus on specific subject matter relevant to the study. The accuracy and the completeness of data during the interview is higher and if needed, clarification and validation of responses can easily be done during the process of the interview (Auriacombe 2014:110).

There are also disadvantages of using interviews which researchers need to consider before they utilise them in their studies. According to Auriacombe (2014:110) interviews require a lot of time and resources. The interviewer has to make time to meet with the respondents. If they are located in different regions, time has to be available for the convenience of both the interviewer and the respondent. Interviews usually have costs associated with them and there is a high chance that the respondents will be biased in their responses. The biasness of the respondents has a spill over effect on the validity and reliability of the information collected.

According to Creswell (2009:179), the disadvantages of interviews also include that the information provided is filtered by the respondent, and that the responses they give might not

necessarily be the truthful ones. The information is collected at a designated place rather than in a natural setting, creating a chance that when it gets to the interviewer it might not be the same. The fact that the researcher is present during the interview can raise the issue of biasness and lastly, because people have to talk during the interview, that can be problematic because not everyone is good at articulating themselves which may result in incomplete data.

The study also makes use of telephonic interviews. Telephonic interviews are different from personal interviews in that the interviewer and the respondent are at different locations and they can only engage over the phone and do not see each other. Different advantages exist for both of these. According to Silipighi and Powell (2010:177) some of the advantages of telephonic interviews include the fact that they save time and cost, which may not be the case with personal interviews. For this study, the researcher is located in the Gauteng Province, however, some of the respondents are located in other provinces. Conducting the interviews therefore will save time that would have been utilised for traveling, as well as the cost involved. Unlike personal interviews, telephone interviews can also be conducted quickly.

Silver, Stevens, Wrenn and Loudon (2013:129) state that telephonic interviews provide the researcher with access to respondents that it might have been difficult to reach through other means, and through telephonic interviews drawing representative samples of those with telephones, which is much easier. However, like other data collection methods, there are disadvantages to using telephonic interviews. According to Silipighi and Powell (2010:177) respondents tend to cut the interview short before it is officially finished. According to Mitchel and Jolley (2010:269) another problem with telephone interviews is that there is potential sampling bias because the sample only focuses on those who have access to telephones and are interested in being interviewed over the phone. In addition, you may not be able to reach the respondents during the time that you had agreed on.

Mitchel and Jolley (2010:269) maintain that telephone interviews limit the researcher to asking only short and simple questions, in order to avoid complication. The respondents may also not have their focus on the interview, but on other things in their surroundings. Another disadvantage of telephone interviews is that the interviewer is not able to observe the non-verbal cues of the respondents, which may be of equal importance to the study to the verbal answers they give. Because this type of interview requires the use of a technical device,

there is the potential that there may be technical problems which can disturb the interview. These may include loss of signal and the difficulty in hearing from both the interviewer and the interviewee, amongst other technical problems.

To ensure that this study is not affected by the above mentioned limitations of the telephonic interview, a Dictaphone was utilised to record the interview. This was done to ensure that all the communication with the respondents was recorded. Additionally, the respondents who were interviewed over the telephone, they were contacted on their landlines instead of cellular phones to limit the possibility of signal loss.

1.7.3.2 Secondary sources

Auriacombe (2014:36) describes secondary sources as those sources that the researcher utilises in order to gain background information on what the study is on. Researchers make use of sources which are publicly available and those which are not, as long as they have permission of access. De Vos, Strydom, Fouche and Delport (2011:378) describe this as document study and define it as the study of the existing documents in order to understand their substance and their meaning. This has to be done in relation to the study that is being undertaken. According to Hesse-Biber and Levy (2011:228) secondary sources include journal articles, books, conference papers, statistical information, internet sources and speeches.

The study will make use of government publications which are available to the public, mass media publications as well as the other publications which are research based, such as journals and also books. Different advantages as well as disadvantages of using secondary sources exist. According to de Vos et al. (2011:382) secondary sources as methods are more affordable, as there are not many costs which are involved when one uses secondary sources. The second advantage is that there is a very slim chance that the researcher may influence the research findings because they are only dealing with the data that is already available. It is also not difficult to gain access to public documents, as long as the researcher has permission to access them.

Disadvantages include the possibility that the writers are likely to be biased in their writing. Secondly, the way data is presented may be complicated, making it hard for the researcher to know exactly what they are looking for. Gaps which might exist might not be filled in anyway and using this method might mean too much information for the researcher which is not always a good thing (de Vos et al. 2011:382).

There are 26 HEIs in South Africa, but due to the limitations of the study and their geographical location, not all can be reached. Therefore only the four identified above will be studied for the purpose of this study. One of the characteristics of a qualitative study is that the researcher gets the data from the respondents. The researcher does not presume to know what is happening in the environment of their study. For this study it is important that first-hand information is gathered from the institutions, as they are the ones responsible for implementing the LPHE of 2002. They are also responsible to see to it that bilingual or multi-lingual HEIs are created and it is they that are tasked with utilising the indigenous South African languages in their institutions.

As part of the sample, the University of Johannesburg (UJ), the University of KwaZulu-Natal (UKZN), North-West University (NWU) and the University of Pretoria (UP) were chosen as the key institutions for the study. One of the reasons why these were chosen was because they possess different characteristics. UJ is situated in a metropolitan area where multiple languages are used as the mother tongue and it is a former Afrikaans University (Randse Afrikaans Universiteit). The University of KwaZulu-Natal is a traditional university situated in the KwaZulu-Natal Province, where the majority of the residents speak IsiZulu as their mother tongue. NWU has a former Afrikaans only campus where Afrikaans is still used as one of the mediums of instruction and is located in a province where the majority of the residents are Tswana and Sotho speakers. Lastly UP, a former Afrikaans university, is situated in an area with many Afrikaans speaking people and, until 2016, Afrikaans was one of official languages of instruction. The four institutions are different in their location, their structure and their numbers of students. This provides the possibility that their experience with the policy and its implementation, as well as their strategies in relation to indigenous language development and use will not be the same. The study seeks to discover the different experiences that they each face and the different strategies that they have in relation to the implementation of the LPHE. A more detailed history of the institutions will be discussed on in the next chapters of the study.

1.7.4 Target population and sampling

The main target of the study is the national government, due to its responsibility in the formulation of policies, as well as the higher education institutions which are tasked with the implementation of these sets of policies and are also affected by the LPHE. According to Auriacombe (2014:104) sampling is utilised when it is not possible to study the whole population. She further states that the guiding principle should be that your sample closely

represents the whole population. Robinson (2013:38) contends that sampling is undertaken in order to ascertain the validity of the data which the study collects. He further states that during the sampling process, four stages need to be followed.

The first stage is the sample universe. This stage is where the researcher decides on the population that they need for their study. The researcher makes a decision on these stages through using the inclusion or the exclusion principle. When the researcher uses the inclusion principle, participants have certain attributes required to be part of the study, whereas exclusion highlights the attributes that the participants cannot have (Robinson, 2014:26). The second stage is selecting the sample size. This is where the researcher decides on the number of participants that they need for the study. This is important as without it, the time as well as the resources needed cannot be ascertained and this will lead to poor planning for the study. The third stage is choosing the sample strategy.

Different strategies exist from which qualitative researchers can choose. For the purpose of this study, non-probability sampling and specifically purposive sampling will be used. According to Robinson (2013:32) purposive sampling takes place when the researcher, based on their study, rationally selects their sample because they seem to fit the population that the researcher wants for their study. The researcher does not simply and randomly select the sample, but selects them if they meet the requirements of the participants for the research that the researcher wants.

Maphalla (2013:22) states that when the researcher chooses purposive sampling, they select participants that they know are most likely to supply the information that the researcher requires for their study. The final stage is sourcing the sample. According to Robinson (2013:35) this is the final and the most important stage. This is where the researcher goes out and selects the people they want to be in their study. Researchers at this stage need to consider the ethical issues in their study. They need to inform the participants about the study, their role and the voluntary nature of the study, and also to discuss the issues of anonymity. Participants need to give their full consent before they can be part of the study.

As this study employs purposive sampling, the individuals who were chosen are those that are deemed to be most suitable to provide insights on issues of language in their respective

institutions. From the University of Kwa-Zulu Natal, a Director in the Planning and Development Office was selected, from North-West University a Director in the Institutional Language Directorate was selected and from the University of Johannesburg, the Head of the Language Unit was selected. Following the recent debates about language of instruction in higher education institutions, particularly the University of Pretoria, it is therefore important to get some perspective on the issue, as well as the strategies that are in place that the university has employed to deal with this matter. It is for this reason that a member of the University of Pretoria’s Language Policy Task Team was interviewed.

It is also imperative that the different stakeholders who have an interest in language issues are included. For this reason, the Pan South African Language Board (PanSALB) is part of the sample population. From the PanSALB, the Chief Executive Officer was interviewed. This decision was made with the assumption that these individuals are well informed of the current issues surrounding languages, language policies as well the latest developments in the country regarding languages. Their inputs and views add value to the study. The Department of Higher Education and Training (DHET) was also selected to be part of the study, as it is the Department that serves as a custodian of the LPHE. The Chief Director of the University Policy Directorate was interviewed. The Chief Director was selected on the basis that he understands the process that the government went through in the formulation of the policy, is involved in the current endeavours by the government in relation to languages in higher education, and would be most suitable to give insight from the side of the government.

The table below highlights this study’s sample population:

Institutions	Total Number of Participants
Department of Higher Education and Training	1
Pan South African Language Board (PanSALB)	1
University of Pretoria (Language Policy Task Team Member)	1
University of Johannesburg	1
North-West University	1
University of Kwa-Zulu Natal	1

Table 1.1 Sample population

1.8 ETHICAL CONSIDERATIONS

Ethics are an important component of any research. According to Forrester (2010:98) ethics refer to the questions of how individuals conduct themselves in a morally acceptable manner. The issue of ethics in the field of research dates back to decades ago. According to Hammersley and Traianou (2012:2) research ethics came to the fore at the end of world war two in the field of medical research. There were concerns over the unfair treatment by the Nazi doctors on people in institutions and concentration camps for medical research purposes. The importance of research ethics then spread out to other disciplines.

Forrester (2010:99) takes the general definition of ethics as provided above to define research ethics as being concerned with the provision of guidance to the researcher in a specific discipline in terms of they should carry out their work in a morally defensible manner. There are a number of research ethics that should guide a researcher and these are:

- i. Protection from harm (both physically and psychologically)
- ii. Respect for individual dignity
- iii. Right to self-determination
- iv. Right to privacy
- v. Protection of confidentiality
- vi. Honesty and integrity from the side of the researcher

To ensure that this study does not contravene the above mentioned principles and to ensure that it also meet the research ethics of the University of Pretoria, the research design which includes the different research methods and the interview questions were sent to the Ethical Committee for assessment before the study could be carried out any further. Additionally, all participants of the study received a letter of informed consent which outlined the purpose of the study as well as the questions they will be asked to help them decide whether they were willing to be part of the study or not.

Additionally, the study recognises the seriousness of plagiarism as a research offense. To ensure that this is avoided, all sources, both the primary and secondary are properly acknowledge based on the requirements of the School of Public Administration and Management in the Faculty of Economic and Management Sciences. A copy of the ethical clearance letter from the Ethics Committee is attached as appendix J.

1.9 CLARIFICATION OF CONCEPTS AND TERMS

It is important that all the terms which are continually used in the study be defined. These terms are important to the study and they appear throughout which also highlights their importance. What is important is to define them in relation to the study and also in relation to the discipline of Public Administration, which forms the basis of this study. For the purpose of understanding this study, the following concepts were deemed important and thus defined:

1.9.1 Public Administration and public administration

Milakovich (2012:12) points out that the concept of Public Administration can mean different things. It can refer to a field of study which people study at an education institution. This is the Public Administration with capital letters. The second definition of public administration, upon which this study is focused, is the one that refers to the activities of an organisation and its people where they translate the policy from a plan of action into actual actions (implementation). It is important to note that public administration does not only involve the administrative personnel, but it also involves the different stakeholders who will eventually be affected by the administrative decisions taken by the personnel. In this study, Public Administration is important as the study is conducted within public administration with the interest of discovering how best the language policy can be implemented in higher education and why it has not been implemented for so long.

1.9.2 Indigenous African Languages

The Oxford Dictionary (2000) explains indigenous as something that belongs to a particular place, rather than coming to it from another one. However, because the study is focused on South Africa and the South African HEIs, for the purpose of this study, indigenous languages refers to the languages which originated in South Africa. This includes all the languages which are official in the Constitution, excluding English, which is not originally African. Chapter 1 Section 6 (1) of the South African Constitution, 1996 states that Sepedi, Sesotho, Setswana, IsiNdebele, Xitsonga, English, Afrikaans, IsiXhosa, IsiZulu, Tshivenda and SiSwati are all official South African languages.

1.9.3 Medium of instruction

For the purpose of this study the concept of medium of instruction refers to the languages which the institutions utilise in teaching their students and for research purposes. Currently

the South African higher education institutions use only English and some Afrikaans. None of them use indigenous languages as mediums of instruction. In Section 19 of the Report on the Development of Indigenous African Languages as Medium of Instruction in Higher Education, 2005, the medium of instruction refers to the language which is used for the purposes of teaching the basic curriculum of the educational system. The report further states that within any system there can be more than one language, depending on the need and their prevalence.

1.9.4 Policy

According to the Centers for Disease Control and Prevention (2017) a policy refers to a law, regulation, procedure, administrative action, incentive, or voluntary practice of the state and other institutions.

1.9.5 Policy implementation

According to De Groff and Cargo (2009:47) policy implementation is the process whereby the policy is converted from being a plan, an idea or an expectation into action, which is aimed at dealing with societal problems. They further state that when policy is being implemented, it means that the decisions that the government took are being transformed into actual programmes or practices, with the goal of bettering the targeted society.

1.9.6 Higher Education Institutions

According to chapter one of the Higher Education Act of 1997, higher education institutions refer to institutions that provide higher education on a full-time, part-time or distant basis.

1.9.7 Higher Education

According to the Council of Education (2017) higher education refers to all learning programmes which result in the acquisition of qualifications which meet the requirements of the Higher Education Qualifications Sub-Framework (HEQSF), which is a sub-framework of the National Qualifications Framework as contemplated in the South African Qualifications Authority Act, 1995 (Act No. 58 of 1995).

1.10 PRELIMINARY FRAMEWORK OF THE RESEARCH

The first chapter of the study is the introductory chapter, which gives a brief outline of the study; in terms of what is tackled and what the study seeks to do. It gives a brief background

on the issue of the Language Policy for Higher Education of 2002 and African indigenous languages as mediums of instruction in institutions of higher education. This chapter also outlines the research methodology used in the study, the clarification of key concepts and terms, as well as the outline of the entire study. The second chapter focuses on the process of public policy implementation, specifically the implementation of the Language Policy for Higher Education, 2002, within the discipline of Public Administration.

The third chapter of the study encompasses the policy that is being studied. It focuses on the grounds on which the policy was formulated, and the progress that has been made since it was formally introduced. The Language Policy for Higher Education of 2002 requires that institutions need to have their own strategies in place to assist with its full implementation. Chapter Four will focus on the four identified institutions, namely UJ, UKZN, UP and NWU, to discover their attempts at implementing the policy as directed by the national policy, and their own institutional language policy and how these link to the national policy formulated by the government.

All the data collected throughout the study in the form of case studies, interviews and secondary sources is critically analysed in Chapter Five and it will also be scrutinized for the study to ascertain whether the policy can be fully implemented and whether the African languages can be used as mediums of instruction to create multilingual HEIs in South Africa. Chapter Six, which is the final chapter, makes the necessary recommendations based on the results collected throughout the study.

1.11 CONCLUSION

This chapter introduced the study, the background of the study, as well as its main focus. The chapter described the research methodology chosen for the study and also gave reasons as to why these methods were chosen, by making use of the advantages that each has. The chapter also defined the key concepts which form the basis of the study which are used throughout the study. The targets as well as the sample for the study were discussed and the sample strategy with reasons for its selection was also outlined. Finally the chapter gave a brief overview of the chapters to follow in the study.

CHAPTER TWO

CONCEPTUALISATION OF PUBLIC POLICY IMPLEMENTATION WITHIN PUBLIC ADMINISTRATION

2.1 INTRODUCTION

Chapter one of this study focused on introducing the study and what the study aims to achieve. It provided the background of the study, the main problem statement and the research questions to address the statement, as well as the objectives that are targeted by the study. It also introduced the research design to be used for this study as the case studies and the research methods which are utilised for data collection of the study, which included interviews as well as making use of secondary sources. The chapter also gave an outline of the entire study by charting what the following chapters are going to focus on. The study concentrates on the implementation of a public policy, namely the Language Policy for Higher Education (LPHE), 2002 in institutions of higher learning in South Africa.

Public policy falls within Public Administration as a field of study, as well as public administration as an activity. This chapter outlines the relationship that exists between public policy implementation and public administration as a discipline, as well as a government activity. This chapter will provide a theoretical framework of Public Administration. As the field has evolved over time with the influence of different scholars over the years, it is important that the chapter provide the historical evolution of Public Administration. The study is about the higher education language policy and its implementation in higher education institutions. The field of public policy implementation falls within the realm of Public Administration. The study will therefore also explore the field of policy implementation, the theoretical framework, as well as the processes in its implementation within the realm of the public policy making process.

2.2 THEORETICAL FRAMEWORK OF PUBLIC ADMINISTRATION

Public administration has undergone major transformations over the years to what it is known to be today. Public administration is simply defined as the most visible side of the government (Woodrow 1887:198). That is the side that is responsible for services and the execution of laws. It is important to note that public administration is understood to describe two things. There is Public Administration the discipline, described as being the study of the public administration which many public servants have studied (referred to as the

administrators), then there is also public administration the practice. This refers to what the public administrators do, when government is executing its duties (Wilson 1887:198). It is thus important that the theoretical framework of public administration be outlined to ensure the understanding of the difference between the two. For the purposes of this study however, the primary focus is on public administration.

2.2.1 History of public administration

Public Administration dates back as far as the nineteenth century. Many scholars have attributed the establishment of the study of Public Administration to Woodrow Wilson. He published the now famous essay called *the 'Study of Administration'* in 1887. He wrote his essay because he was concerned with the public services that were offered by the government in the late 1800s, the overall function of the government and the corruption surrounding it. Wilson felt that too much attention had been paid to politics in government institutions, with little attention paid to the administration side of the institutions, the part that dealt directly with how governments are run (Denhardt and Denhardt 2009:2). To address this he felt that there needed to be reform in government (Woodrow 1887:198).

Woodrow Wilson (1887:198) believed that it was only through public administration that any change could be achieved. This resulted in him penning that famous essay. Wilson believed that the challenges that the government was facing needed a more sophisticated and informed public service, which needed to have knowledge of public administration, hence the study of public administration. Wilson (1887:198) had an idea that for government to be successful, it had to be separated from politics. According to Wilson (1887:198) administration is a field of business. Though politics forms part of it, these fields should be separated. Wilson (1887:198) believed that there should be a science of administration and that it should be treated in a business-like manner. Wilson (1887:198) maintained that public administration was important because the public service needed reformation, and personnel needed to improve, so as to improve the organisation and methods of the government. He believed that this could be achieved through proper public administration (Wilson 1887:198).

To the present day, public administration is at the core of the existence of government and Wilson is still being praised for the conceptualisation of the discipline. According to Wilson (1887:199), the concept of public administration was not as popular many years ago. This he attributed to the fact that in the past many things were different, such as population sizes

were small and governments could almost execute all their responsibilities. However, times changed, populations became bigger and diverse and so did the problems. This called for a more sophisticated way for government to execute its responsibilities. This then saw him write the famous essay which resulted in him being labelled as one of the most important people in the development of public administration (Naidu 1996:53).

2.2.2 What is public administration?

According to Denhardt and Denhardt (2009:01) the activity of public administration is concerned with the management of public programmes by public administrators. They further state that even though public administration is concerned with a lot of things, there is no function that is more important than the commitment to public service. This illustrates the fact that for public servants, the number one priority is and should always be to do what is right for the public. According to Thornhill (2012:93) public administration is regarded as a distinct field of work because it requires public servants to respect specific guidelines and principles when executing their duties. He explained it as the government in action and being the most visible side of the government. The one area that many know of is public administration, as that is the side that is concerned with the work of the government including service delivery, which is the side that mostly affects the ordinary citizens of a country. Hughes (2012:2) further supports this notion by stating that public administration involves serving the public. It is concerned with procedures and the translation of policies into actions.

Wilson (1887:210) further described public administration as being a detailed and systematic execution of law. He stated that all applications of general action are the act of administration. With regard to this study, the formulation of the LPHE, 2002 the implementation of the LPHE, 2002 or even the institutional language policies, be it the introduction of indigenous languages to students to choose which one they prefer to be taught in, or the introduction of different programmes to develop the indigenous languages in institutions, can be regarded as an act of administration. Wilson (1887:198) also stated that administration is the most visible side of government. Government institutions are tasked with a lot of responsibilities, many of which the public citizens are not aware. However, administration is the one that is closer to the people because it is the one that deals with their services being delivered and the one that deals with the laws being implemented. According to Ballard (2010:9) Wilson advocated for four concepts. The first is separating administration from politics, the comparative analysis of the public and private sector. The

second is to improve the efficiency of public institutions through business-like practices from the private sector, and the third is to improve the effectiveness of the public service through management. Finally the fourth concept is training public servants and merit-based assessments.

Over the years the field of public administration has experienced changes as society and governments experience constant change. According to Bagason and Brans (2008:2) the development of public administration may be seen as a move away from the strict bureaucratic government style. This includes the hierarchy of the bureaucracy that has been 'softened' in favour of a flat organisation and two sided interactions. There is more of a negotiation approach instead of a command and control approach, and many of the different aspects of what was previously regarded as private management techniques are now transferred to public administrators. There currently exist what is called flat organisations and the existence of street level bureaucrats. Orders do not always come from the top in government. There is more of an open participation and more negotiation in how the governments are run. According to Kastle (2013) flat organisations lack the hierarchical structure of management.

Times have changed since the conception of public administration to present day modern societies. There are many changes including industrialisation, growth of financial institutions and urbanisation. These require more sophisticated systems of management to direct and oversee complex public and private organisations in their activities (Bagason and Brans 2008:85). With all the changes taking place within the field of administration, it still remains one of the most important parts of government. The discipline of Public Administration is also important in that it informs the field of public administration (the practice), in terms of how government is supposed to operate, how policies are to be formulated, implemented and monitored and evaluated. According to Wilson (1887:3) it is the objective of the study of administration to discover firstly what it is that the government can do effectively and how it can do that in the most efficient way, while using the least money or energy possible. This emphasises the importance of the discipline. It is essential to note the difference between the two, but as mentioned earlier, for the purpose of this study, only the practice will be explored.

2.3.3 Generic functions of government

As mentioned previously, what public institutions do is public administration. These institutions are responsible to render goods and services to the public that they serve. To be able to render the goods and services to the public, the administrators need to perform certain functions. There are six different types of functions which are together commonly known as the generic functions. According to Thornhill (2012:88) these functions are referred to as generic administrative functions because they are performed in all public institutions. Furthermore, Thornhill (2012:88) states that these generic administrative functions constitute what is referred to as the focus or practice of public administration. The functions are generic because they are performed by government at different levels, however, the way they are performed is influenced by the environment in which they are being performed or the purpose for which they are being performed for. In the public service, the kind of state department at all levels, including the national, provincial and local level and the goals that the department are trying to achieve would affect how these are performed.

For the purposes of this study, only policy making amongst the other six functions will be explored in greater detail in the following section, as it is the theme of this study. Furthermore, it is of particular importance as it paves the way for other functions to be performed. According to Thornhill (2012:87) the generic functions of government include the following:

2.3.3.1 Policy making and analysis

According to Cheminai, van der Walldt, Bayat and Fox (1998:46) policy making is the cornerstone of the functions of the public service. This function is important in that it directs the organisation towards the achievement of its organisational objectives. This function includes the making of policies and the analysis of those that already exist in the system, to ascertain whether they are still relevant, functional, needed, well implemented, and more. Thornhill (2012:123) states that the actual result of government decisions are manifested in government's policies.

These policies are usually framed in broad terms which cover the generic political visions of the party that is in power. However, Thornhill emphasises that a policy is more than just a governmental decision, because policy makers may be required to take many decisions before arriving at one policy. This is due to a number of factors which influence the policy. Factors which affect the policy include but are not limited to, the country's economy, the

demography of the populations the policy will affect, national crisis, disasters and wars, international relations, the country's level of economic as well as industrial development, the needs to the citizens of the country and the policies of the political parties in a country.

According to Cheminais et al. (1998:46) a policy consists of aspects such as what is to be achieved, how should the objectives be pursued, who will be involved in the pursuance of the objectives, the means to be utilised, when should action be taken, where should intended activities be placed and why should a specific policy be followed.

2.3.3.2 Organising

According to Sullivan (2011:56), whenever an individual is involved in making decisions with regard to the division of labour and separation of skills in an organisation, that individual is organising. Organising has to do with the departmentalisation and grouping of different activities into separate units, in order to carry out the objectives of the organisation. Beck and Schornack (2005:7) further state that organising addresses elements of staffing, physical working space and equipment to perform organisational tasks. Stevens and Banks (2005:141) add to the above explanation by stating that organising is essentially about providing structure to an organisation. This includes the division of labour in an organisation into smaller chunks, so that they are easily managed.

According to Marume (2016:3) organising refers to measures relating to interacting relations and conduct of individuals or groups of individuals in an institution. In relation to this, Thornhill (2012:167) states that the process of organising can be a difficult one. In general, people are different and it is difficult to try to get people to willingly cooperate and work together for the common goal. Thornhill (2012:167) attributes this to the fact that people have their own will and unlike objects, it is not always easy to manipulate people into doing something unless they are willing to do it. Organisation is further complicated by the fact that people usually find it hard to relate to each other. This might be a problem with the individual units and can further be difficult if these relations need to happen within the different units of an organisation. According to Thornhill (2012:167), through organisations we see different theories and practices. Organisational hierarchy is one of the many different practices that institutions adopt, where there are different levels of authority within the organisation which also determine the reporting structure in the organisation. However, Thornhill (2012:167) warns that organising structures are not universal. The structure that works for one institution might not work for the next. It is therefore important that the organisation chooses the best organising structure that will work for it, and which will assist it in achieving its objectives.

In the case of the South African Public Service, the governments are also organised into different sphere of government. These are local, provincial and national government. The responsibilities that these governments have are different. Some of the functions that they are tasked with have to be performed using the right legislation that is applicable to that level of government. The government first gives priority to the political organisation of the country, as this provides a structure within which it can make organisational arrangements for all the functions which are necessary to govern the country, which are the legislative, executive and the judicial functions (Thornhill 2012:168).

2.3.3.3 Staffing

The public institutions need people who are going to work and carry out their mandates and achieve their functions. According to Thornhill (2012:97) the legislature is usually responsible for laying out how people are to be appointed, how they will be remunerated, and how they will be promoted and dismissed, so that they can carry out their tasks in their respective areas of jurisdiction. This activity has everything to do with human resources. This function requires that there be proper legislation that will guide how the abovementioned activities take place. Thornhill (2012:97) makes use of the Public Service Act, 103 of 1994 as an example of such legislation. Other legislation that is very important regarding staffing in the public service is the White Paper on Human Resource Management in the Public Service (WPHRMPS) of 1997.

According to Khuzwayo (2015:1) the South African Government is the biggest employer in the country. In 2010, there were approximately 1.3 million government employees in South Africa (News24, 2010). Additionally, Dlamini (2016:1) states that the government spends more on public servants' remuneration than the amount spent on providing goods and services. This makes people the most important asset in the public service, hence managing them effectively and strategically must be at the cornerstone of the public service. Akinnusi (2008:25) contends that proper staffing practices are important in order to achieve individual, organisational, community, national and international objectives. The problem however, according to Bendix in Akinnusi (2008:25) is that even though people are considered to be the most important asset of any organisation, their development, motivation and utilisation do not always occupy the central place in management.

Cheminais et al. (1998:46) state that traditionally staffing consists of six functions. The first function is human resource planning. This function involves the identifying the needs of an organisation to find people to carry out its activities. The second function of staffing includes personnel policy development which is concerned with the setting up procedures for caring and nurturing the organisation's employees. The third function is employment, this function essentially is about the institution getting the workforce it needs for the achievement of its objectives and goals through recruitment, selection and orienting them. The fourth function is the performance review. This function follows employment as it is about the evaluation the organisation's employees' performance. The fifth staffing function is career development which is about rendering support and training to the employees of an organisation for their personal and vocational development. Finally it is compensation administration which refers to rewarding the employees of an organisation for their work and commitment through wages and other appropriate benefits.

2.3.3.4 Financing

Public institutions do not have any financial resources except for those which are provided to them by the legislature. The legislatures have the power to decide how public funds will be obtained and how, and on what, money will be spent. It would be very difficult to get anything done without the availability of funds (Thornhill, 2012:98). Cheminais et al. (1998:48) states that the management of public funds is a matter of great responsibility because the funds are only obtained from the public through various forms which include taxation and tariffs. In essence this makes government funds public funds. According to Chelechele (2010:48) the financial arrangements of an organisation need to be of a restrictive nature to prevent the political office bearers from misusing and wasting public funds. Legislatures need to lay down legislation on how money can be spent by the executive functions.

One of the important laws in South Africa regarding the finances and financial management of executive institutions is the Public Financial Management Act, 1 of 1999, which is popularly known as the PFMA. This piece of legislation is very important in the South African public service and all executive institutions are guided by it on how they should spend their money, how they should collect it and how to properly manage it. In the case of local governments, municipalities have what is called the Local Government: Municipal Finance Management Act, 56 of 2003, as well as the Local Government: Municipal Systems Act, 32 of 2000 which are the equivalent of the PFMA. Though the financial arrangements of an

organisation need to be restrictive, they also need to be flexible and adaptable (Chelechele 2010:48).

The PFMA states that its objective is to secure transparency, accountability and proper management of the revenue, expenditure, assets and liabilities of the organisation to which it applies. Such institutions include state departments, public entities, constitutional institutions and provincial legislatures. According to Thornhill (2012:87), this function includes devising financial systems, preparing directions on financial affairs of the institution, arranging audits and reporting to governmental and legislative institutions and other office bearers responsible for financial matters. It is a principle of government that the finances be used in an effective and efficient way to render services, at as low a cost to the government as possible. With financing, financial management legislation by the institutions needs to be followed properly by the executive institutions. Far too often governments state the shortage of finances as the reason they are unable to perform certain duties and deliver certain services, because money is not available to them. This further highlights the importance of having proper financial management systems in place.

2.3.3.5 Determining work methods and procedures

According to Jordaan (2013:41), this function relates to those administrative practices which are designed in order to make it possible for the administrators to be able to carry out their duties in their respective organisations. Cheminais et al. (1998:46) state that well-conceived work methods and procedures are important for ensuring that organisation functions efficiently. Additionally, having well-conceived work methods and procedure offer advantages such as serving as a basis for sound induction and training for employees they promote safety effectiveness and efficiency in an organisation, they offer a basis for assessing individual employee or section's performance and they are useful in the intervention if there are mishaps or wrong doings.

Work methods and procedures are not necessarily law, but they are taken from the different agreed upon practices that the institution gives to the administrators for them to do their jobs. Chelechele (2010:50) states that work procedures are there to ensure that everyone in the organisation cooperates in attaining the goals and objectives of an organisation, in a manner that is deemed acceptable. These are usually presented in writing and are found in the organisational manuals or managerial policies. This function includes preparing procedure codes, the overall work study systems and productivity improvement systems. According to

Thornhill (2012:98), executive administrative institutions can adopt different procedures in order to reach a certain objective. Chelechele (2010:50) states that the *Batho Pele* (People First) principles are regarded as one of the most used procedures in the public sector. The principles are a framework that set out how public servants should behave, engage with the citizens, and how they should perform their tasks.

2.3.3.6 Controlling

Giraud, Zarlowski, Saulpic, Lorain, Fourade and Morales (2011:2) maintain that controlling is an approach that allows an organisation to produce desired results by taking action to achieve them, and by dealing with hindrances brought in by the external and internal challenges of the organisation. In defining control, Giraud et al. (2011:1) also use the definition which is provided by the Oxford English Dictionary (2010:379) which defines control as an act of determining the behaviour or supervising the functioning of, to maintain influence or autonomy over, to regulate. These definitions create a picture of controlling as an act that the organisation performs to make sure that it has the upper hand on anything that might hinder its success in achieving the objectives that it has already set out to achieve. Thornhill (2012:98) states that this function includes devising control systems and directions, reporting to political office bearers, institutions and legislatures, setting the standards for services to be rendered by the organisation and revising auditing systems.

According to Domnisoru, Gherghiesai and Orgaca (2010:114) the main objective of control is to promote the efficient and effective use of the organisation's resources, which include human resources for the purpose of improving the organisation's actions. The exercise of control requires that there be proper planning, as well as sets of standards that the organisation sets out as a means to achieve its objectives. Without these, this function cannot be properly exercised, as there are not set standards and plans to verify against in order to ensure that the organisation is still on the right path in its quest to achieve its goals. As mentioned above, the function of controlling is important, as it helps to ensure that the resources of the organisation are properly used and not misused or even wasted, which will lead to goals and objectives not being achieved. Dex, in Domnisoru et al. (2010:113) states that control can be done on both a permanent and a periodic basis, where organisations analyse an activity meant to provide improvement measures as well as continuous supervision, both morally and materialistically.

Thornhill (2012:88) contends that the generic functions are important, because they need to take place before other functions such as line functions can take place. Thornhill (2012:88) emphasises this point by saying that in the public sector, most activities can only be undertaken once a policy, which is a part of the functions, has been developed and accepted by the legislature, or other competent institutions, to decide that the action must indeed be undertaken to reach one or more objectives which are deemed necessary. The ultimate aim of control over administration is to ensure transparency and accountability in government. This function is important for other functions as well, as it is applicable and vital to financing, staffing, procedures and work methods, as well as organising (Jordaan 2012:42).

2.4 PUBLIC POLICY

Hughes (2012:103) maintains that public policy arose as a separate field within the broader area of public administration during the early 1970s. Furthermore, the meaning of public policy is not clear, yet how it is defined is very important. According to Geurts (2011:6), policies are described as political, management, financial and administrative mechanisms which are arranged to achieve certain explicit goals. A public policy is a choice that a government makes in response to a political problem being faced. The choice is based on the norms and values, and public policies are designed to bridge the gap that exists between the norms, values and the problem. Dresang and Huddleston (2009:27), in their take on what public policy is, suggest that it be observed as a theory or a hypothesis, or a hypothesis derived from a theory. According to them, when formulating a public policy, it is in a way, formulating a hypothesis. There is an assumption that a certain action will result in a specific outcome. This makes public policy a government outcome (Hughes 2012:106).

Jimenez (2010:24) states that generally, most public policies are very confusing at first glance. They can leave one confused about their intentions, their target group(s) and their intended consequences. Though complicated, they are still one of the many important operations that governments carry out. Before a government can do anything, especially where a societal problem exists, it is always important that a policy which is believed to be an answer to that problem is formulated. According to Knill and Tosun (2008:1) public policies are important because they are designed to achieve set goals and present solutions to societal problems that might exist during a particular time or over a period of time. For this reason they can be conceived as the main outputs of a political system.

2.4.1 Different types of policies

The term policy is a broad one because within it there are three different types of policies that exist. Governments, depending on the type of societal problem they are faced with, will formulate the right policy to deal with the problem. The different types of policies include distributive policies, redistributive policies and regulatory policies. According to Lows in Knill and Tosun (2008:1) the following are the different types of policies:

- (i) *Distributive policies* - these are policies which are more concerned with the distribution of new resources to the different rightful recipients;
- (ii) *Redistributive policies* - these policies are concerned with the distribution of policies that already exist. Different examples might include land in a particular area to the inhabitants of that area, or its former rightful owners who might have been previously moved from it;
- (iii) *Regulatory policies* - these policies are designed to specify conditions for individual or collective behaviours. For the purpose of this study, the policy which is the subject of the study, namely the LPHE, 2002, would qualify as a regulatory policy, in the sense that it regulates what HEIs should do and how they should conduct themselves with regard to language. The policy also regulates what HEIs should do in terms of the development of indigenous South African languages in their respective institutions.

It is important to understand public policy within public administration, as it is an activity that is mainly conducted within the field of public administration.

2.5 PUBLIC POLICY AND PUBLIC ADMINISTRATION

Public policy cannot be separated from public administration. With the one stage of the public policy cycle involving policy implementation, this further outlines the link between the two. According to Dresang and Huddleston (2009:3) policy decisions are hardly self-implementing. Administrators are the ones who have to see to it that policy decisions are implemented. They have to see to it that policy decisions do not remain mere decisions, but are executed and that results are seen. Dresang and Huddleston (2009:4) further state that the essence of public administration is problem solving, which would make the execution of policy decisions the core function and one of the main functions of public administration. Some authors define policy implementation as administration and *vice versa*.

2.5.1 Public policy making process

Before the existence of a policy, there first has to be a process including a number of stages up until the end goal, before the policy can be reached. This process is called the policy making process. According to Geurts (2011:6), this process is decision focused and goal-driven. It is decision focused because during the process, decisions have to be made and there is a desired goal which makes it goal driven. He further states that the public policy making process also has a political dimension, with examples such as engaging with the stakeholders, holding consultations and taking a stance regarding what needs to be done. The study's main focus is on the LPHE, 2002, and from the examples above, the stakeholders of this policy would include universities, the Department of Higher Education and Training, students, higher education regulatory bodies, political parties and the general society. The policy was approved by the then Minister who is a political office bearer of the department.

According to Dresang and Huddleston (2009:3), elected officials are responsible for developing policies and the administrators are responsible for implementing it. This further highlights the importance of administration in the whole policy sphere, as well as the role of public administrators. The two, the political office bearers, who are elected officials, as well as the administrators are dependent on each other in terms of the implementation of the policy. The existence of one affects the functioning and ultimately the success of the other. The elected officials cannot formulate policies if they know that the administrators responsible for implementing those policies do not exist. The same thing goes for the administrators, as they will not be able to execute their functions and deliver services if there are no guiding policies to help them identify the problems that society faces, which are identified by policies. The two are interdependent in that the success of the one is based on the other one's success. According to Thornhill (2012:63) defines administration is as the enabling functions required to assist in determining policy goals and in giving effect to political decisions/policies, which further highlights the interdependence of the two.

In the case of this study, the elected official would be the Minister who heads the Department of Higher Education and Training. The administrators are the departmental officials, however, in this study; because the institutions are also responsible for the implementation of the policy and the development and implementation of their own institutional policies, they also have a role to play in making sure that there is proper implementation of the main policy in line with their own institutional policies. The role of

public administrators in the policy making process is important for many reasons, one of them being the one mentioned above: to implement public policies. Dresang and Huddleston (2009:4) further highlight the importance of administrators by stating that, even though politicians who are in this case the elected officials have multiple sources of information when dealing with problems, such as the press, the public and interest groups, public administrators still largely occupy strategic positions in administrative functions.

Different stages have to take place before a final policy can be made public and be implemented. According to Anderson (2013:3) there are five stages in the public policy making process. Hill (2013:4) states that the public policy making process is very complex and is a multi-layered process. The process is widely political because of the actors responsible in the policy formulation process. According to Hill (2013:4) these actors normally include politicians, pressure groups, public servants, publicly employed professionals and sometimes the ones who see themselves as the passive recipients of the policy. The figure below depicts the stages which take place when a policy is being formulated.

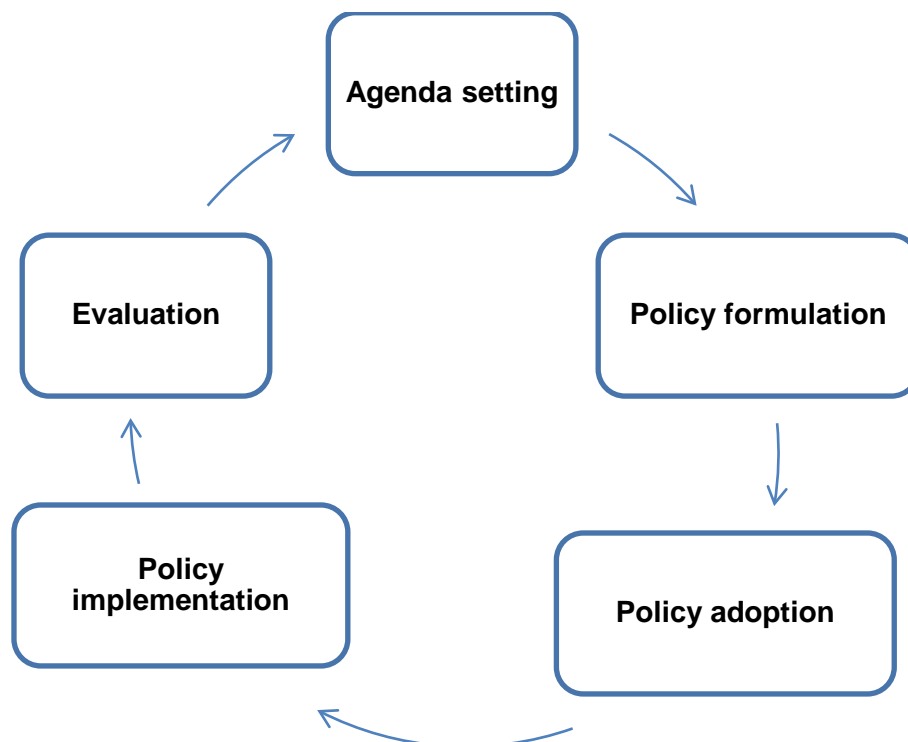


Figure 2:1 Policy formulation process

Source: Knill and Tosun (2008:10)

According to Fischer, Miller and Sidney (2007:43) the idea of modelling the policy process in terms of stages, as shown in Figure 2.1 above, was developed by Lasswell in 1956. The stages were however different and according to Lasswell, they included intelligence, promotion, prescription, invocation, application, termination and appraisal. However, during the 1960s and the 1970s the Stages Model changed to outline the need to organise and systemise a growing body of literature and research. Following that, a number of different variations of the stages have been introduced. To this day, the popular process that is widely used to describe the policy making process comprises of agenda setting, policy formulation, decision making (policy adoption), policy implementation and policy evaluation.

Geurts (2011:7) defines the public policy making process as the process that deals with the whats and the whys of the policy process. He further differentiates the policy making process from policy implementation, which he says is more concerned with the what, the how, the where, the who and the when. According to Anderson (2013:3) the following are the stages that take place in the policy making process:

2.5.1.1 Stage 1: Problem identification and agenda setting

This is the first and most important stage, because the problem or the issue that the policy seeks to resolve needs to be identified. Policy makers need to consider why a particular problem needs to be addressed over other problems. Policy making can only take place if there is a perceived policy problem in place. Recognising a policy problem also requires that a social problem should be defined first, and it must be such that the government's intervention is necessary (Wu, Rames, Hoelett and Tritzen 2010:19). For the purpose of this study, the language issues and challenges in HEIs is the problem which was identified by the former Department of Education with its other stakeholders (this was pre-2009, when the Department of Education was also responsible for higher education matters). In 2009, a new Department of Higher Education and Training was formulated and became solely responsible for higher education. Once the problem has been identified it will then have to be put on the agenda.

The agenda setting would be the attempts to try and see to it that indigenous languages are being promoted in HEIs and that they are developed enough that they can be used as languages of instruction to produce multilingual institutions. Geurts (2011:7) states that the agenda setting can be based on an issue or an existing problem. In relation to this study, arguably the main problem is that indigenous African languages are not being used nor developed in the South African institutions of higher learning. This stage is of importance as

the options on how to deal with the problem will stem from what has been identified as the main problem during agenda setting. Section 1 of the LPHE, 2002 states as the problem that the separate development policies which formed the cornerstone of the Apartheid regime resulted in the privileging of English and Afrikaans as official languages and the marginalisation and underdevelopment of other African languages.

Wu et al. (2010:26) states that unless a problem gets on the government's agenda, nothing can be done about it and will remain a problem. The manner in which an issue is viewed as a problem involves a multifaceted social and political processes and different circumstances such as an emergence of a crisis and these circumstances complicate a public manager's role in the setting of agenda. According to Kingdon in Fischer, Miller and Sydney (2007:45), agenda setting occurs when there are a number of subjects or problems to which government officials and those who are outside of government, but are closely associated with it, pay special attention at a given time. In any societies there are always societal problems which need to be resolved. It is important that during this stage, prioritisation is done. Those who are and those who are to be involved in the policy process then need to weigh such problems in terms of their importance and the possible effects in not dealing with the problem, compared to the other problems.

Wu et al. (2010: 190) states that the agenda setting stage is the most critical stage of the policy formulation process because without it, there would be no policy to speak of and additionally, this stage is the least known one. What is most apparent when it comes to the problem identification stage and the agenda setting stage is that this is a political stage in the policy formulation process. Those who are outside of the government constantly seek to influence and collectively shape what makes it to the agenda (Fischer et al. 2007:45). Anderson (2013:5) also points out that there is much politics involved in the policy formulation process, especially in the policy formulation stages. Although it is ideal for many that public administration should be separated from politics, in reality it is very hard to do.

The idea of separating public administration from public policy, as stated above, is welcomed by scholars such as Woodrow Wilson and is not a new concept. In reality it is very hard to separate the two. It means that it may be required that some sort of political lobbying takes place, in order to ensure that some perceived social problems make it to the agenda, as well as having a certain formulated policy implemented as mentioned above. The formulation of a policy is in itself a political process, as not all issues are prioritised and there are a lot of

different actors involved in the process. The second stage in the policy making process is policy formulation.

2.5.1.2 Stage 2: Policy formulation

Anderson (2013:3) maintains that this is the stage where different policy options or alternatives of dealing with the problem identified in stage 1 are identified. Different options can be devised to solve a particular societal problem. Each option would present certain advantages and disadvantages. This stage is more concerned with the creation, identification, or the borrowing of the proposed courses of action, and is more concerned with having the right plan of action after having identified a problem in the first stage. It looks at the different possible alternatives which are likely to solve the identified problem. It would be very important that their strengths be weighed against each other and also their advantages and disadvantages.

In formulating a policy, there has to be specific objectives and goals that a policy being formulated is addressing. In relation to this study, section 6 of the LPHE, 2002, the objectives include the creation of multilingual institutions, ensuring that languages do not act as a barrier to access and success in higher education and finally to ensure the equal treatment of languages through the promotion, the use and the development of other indigenous languages in higher education (DoE 2002:5).

Fischer et al. (2007:48) state that during this stage the perceived problems, proposals and demands are turned into governmental programmes. Policy formulation and policy adoption require that there be objectives formulated and defined on what the policy should be able to achieve once it has been formulated. When the policy is formulated against the policy objectives, different alternatives which are thought to be able to solve a policy problem are formulated.

2.5.1.3 Stage 3: Adoption

This stage occurs after the different options have been weighed in terms of their potential in solving the problem, and the best one is identified, chosen or adopted. Once this has been done the next stage in the policy making process is the policy implementation stage (Fischer et al. 2007:48). According to Anderson (2013:3) policy adoption does not always mean going forward with the best policy alternative as mentioned above. Sometimes the decision that is

taken at this stage would be to take no action at all. It is for the policy actors to decide which decision is best for the policy problem identified, what the implications of dealing with it are and what the implications of not dealing with it are.

It does not always happen that the policy makers make a choice between the different options. With regard to this study, the decision that was taken was that action should be taken to deal with the language problems in HEIs of South Africa. According to Section 18.3 of the LPHE, it could be said that one of the adopted options was to allow institutions to come up with plans in which they indicate their strategies in promoting multilingualism in their individual institutions, and the progress they are making in that regard (DoE 2002:15).

2.5.1.4 Stage 4: Policy implementation

According to Fischer et al. (2007:89), the studies of implementation emerged in the 1970s in the United States over the concerns of the effectiveness of some programmes in government. Before then, it was thought that political mandates were clear enough for administrators to execute them effectively. However, it was soon realised that policies were lagging far behind what was expected of them. The first generation of implementation studies took place in the 1970s and they were characterised by a pessimistic undertone. This generation did not focus on theory building, but they were able to raise the issue of implementation with the academic community as well as the public in general. According to Fischer et al. (2007:52) implementation studies of the first generation believed in the hierarchical, top-down approach to government's policy implementation. However in the 1970s, the top-down approach to policy implementation was being challenged on analytical grounds, as well as in terms of their normative implications.

The second generation began to come up with different theories and hypotheses. Fischer et al. (2007:89) contended that, as a result of the second generation, the concepts of the bottom-up and top-down approaches to implementation were coined. Boyd and Coetzee (2013:15) state that this generation of implementation gained momentum in the late 1970s and the early 1980s, as a response to the perceived failure of the first generation with their top-down approach in explaining the failure or success of policy implementation. According to Lipksy in Fischer, Miller and Sydney (2007:89), the bottom up supporters believed that implementation of public policies was to be done in a hierarchical manner from the top to the bottom, while the bottom-up supporters believed that implementation of policies was an

everyday occurrence of solving daily problems by the bottom level personnel which they labelled as the street level bureaucrats.

Boyd and Coetzee (2013:15) outline that even though there are distinctions between the different policy implementation generations, they do also share some similarities. The first generation and the second one both began by analysing policy that legally mandated the objectives and then would assess the extent to which those objectives were met, in order to draw a conclusion on the success of the policy implementation. The second generation placed the importance of the street level bureaucrats at the centre of policy implementation, especially in the planning and the execution stage. The third generation was more interested in bridging the gap between the two theories of implementation which had been identified.

Fischer et al. (2007:52) state that the bottom-up perspective suggested a number of analytical orientations which became accepted in the wider implementation and policy literature. The first one is the central role of the implementation agencies and their personnel in shaping the outcomes of policy that have been acknowledged. This is important as the policy implementers are critical to the policy outcomes. Secondly, the policy being regarded as an input to implementation was replaced with the policy being the outcome of the implementation, which resulted from the interaction between the different policy actors in the different policy stages. Then thirdly, the growing recognition of the linkages between the governmental and social actors within a particular policy domain which cut across the policy formulation and implementation borderline, provided the grounds for the eventual neglect of the top-down and hierarchical understanding of the government and society interaction.

The third generation wanted to be more scientific in their implementation research than the previous two generations. The focus was more on specifying clear hypotheses and producing empirical observations to test these hypotheses. Boyd and Coetzee (2013:15) contend that the third generation concluded that the top-down and bottom-up approaches to implementation both provided critical explanatory insights to implementation, and that both their strengths could be used to understand the different stages of policy implementation. This generation shifted its focus away from individual cases of success and failure towards a general understanding of policy implementation and how this could be improved.

According to Anderson (2013:5), the synonym of implementation is administration. This means that when a policy is being implemented, administration is being executed. As mentioned earlier, public administration is the most visible side of government - it is government in action. It is government implementing policies and delivering services. This stage is one of the most important stages, because the problem identified in the earlier stages is being addressed, and possibly solved through the best solution selected in the previous stage. According to Hogwood and Gunn (1984:198) this stage is critical because political and administrative actions are rarely perfectly controllable by objectives, programmes and laws. This may result in policies and their intentions having to be changed or even destroyed, their implementation delayed or stopped all together. Policy implementation is putting policy into effect. It refers to spending funds, enforce laws, hire employees and all the other actions which were identified as necessary to deal with an identified problem (Cochran, Mayer, Carr, Cayer, McKenzie and Peck 2015:12)

Fischer et al. (2007:52) maintain that, ideally, the policy implementation process would include the following elements:

- i. The first element would be the specification of programme details. This would focus on determining how the policy is to be executed, by who as well as how it should be understood.
- ii. A second element would be allocation of resources. This step would focus on the resources, whether it be capacity, financial, infrastructure or anything else that is required to aid with the implementation of the policy.
- iii. Finally comes the decision step which would focus on how decisions will be carried out.

Once the policy has been adopted from the previous stage, the next step is to implement it. This means taking action to deal with the issues which prompted the formulation of the policy. In relation to this study, policy implementation means that the institutions and the government need to then do what the policy requires from them, regarding the use of indigenous South African languages in the HEIs of South Africa. For example, Section 15.2.1 of the LPHE of 2002 states that, as part of promoting multilingualism in HEIs, indigenous language dictionaries have to be developed, and that the Department of Education will work closely with the Department of Arts and Culture in this endeavour (DoE 2002:10) . As part of policy implementation, this will then have to be done. Failure to do so might result in unsuccessful policy implementation. Section 15.2.2 of the LPHE of 2002

further states that, to ensure multilingualism and promotion of South African languages will require financial backing. Again, as part of implementation, financial assistance to the institutions will have to be made available, with failure to do so potentially disturbing the whole plan (DoE 2002:10).

It is true, however, that more often than not, policies never get implemented. The issue of policy implementation is still a problematic one. Many policies in South Africa and many other countries look good on paper, but never reach the implementation stage. The problem with policy implementation is not a new one. It has been faced by different government institutions over the years and it is still a challenge. As one of the strategies to aid the policy implementation challenges, Najam in 1995 developed the 5C protocols which are believed to be pivotal in ensuring successful policy implementation. According to Najam (1995: 4) the 5C protocols include content, context, commitment, capacity, and clients and coalitions.

According to Boyd and Coetzee (2013:15), the 5C protocols were deemed as critical variables in policy implementation. The first one is the content of the policy. This is when the goals of the policy, its objectives and its methodology are clearly defined. According to Section 20 of the LPHE, 2002, the framework of the policy that this study is based on is to promote multilingualism and to enhance equity and access in higher education. The methodology, according to Section 21 of the LPHE, 2002, is developing the South African languages as mediums of instruction in HEIs over a medium to long term period, and secondly through ensuring the proficiency of students in the languages of instruction, through the strengthening and continued use of Afrikaans, funding the use of South African languages and literature, promoting the study of foreign languages and finally encouraging the multilingualism in institutional policies and practices (DoE 2002:15).

The second “C” is the context. This is the stage where the environment in which the policy has to be implemented is clearly defined (Najam 1995:35). As the policy is the language policy in higher education, the context is very complex. As Najam (1995:41) points out, context is influenced by different factors such as the social, political, economic and legal setting. For this study, the context would therefore not only include the higher education sector, but the political arena, the different societal interests groups and viewpoints, the economic climate of the country and legal environment. Next are the commitment and the capacity. Boyd and Coetzee (2013:15) state that it is important to assess the capacity and the commitment of those who are tasked with the implementation of the policy. If the

responsible parties are not committed to their task, it is highly unlikely that they will fully achieve what is expected of them. Secondly, if there is no capacity to implement the policy then it cannot be successfully implemented. Those tasked with the implementation have to be capacitated with the right skills, the right knowledge and clear understanding of their roles and what they need to know about the policy that they have to implement (Najam 1995:35). Finally, there are the clients and support (Najam 1995:35). According to Boyd and Coetzee (2013:15), there has to be support from the clients. Najam further (1995:51) also include those that are opposed to the implementation process. In this study these can include the universities and other higher education bodies. For example, universities have to support this policy or it will be difficult to count on them for the implementation of the policy. The coalition of the involved parties is also important in ensuring policy implementation. In this study for instance, it is important that there is proper coalition between government, universities, higher education bodies, students and all the other stakeholders. As will be discussed in the following chapters, adoption of different policies does not always yield the support of all stakeholders.

2.5.1.5 Stage 5: Policy evaluation

If all goes well, this stage can be regarded as the final stage in the policy process. It can also be the stage that determines whether the policy making process needs to be revisited and whether changes need to be made somewhere during the process. Dresang and Huddleston (2009:27) define public policy evaluation as an objective, systematic, empirical examination of the effect that the on-going policies have on their targets, in terms of the goals they are supposed to accomplish. This stage, according to Anderson (2013:5), seeks to determine exactly what the policy is achieving, whether it is achieving its goals and whether it has any impact on the policy problem identified. The stage will also seek to identify who is being disadvantaged or advantaged by the policy. It is concerned with identifying whether the policy has any other consequences.

Policy evaluation is critical in the policy making process. Dresang and Huddleston (2009:27) maintain that, once the policy is in place, it is important for the administrators to ask themselves if the policy has been successfully or unsuccessfully implemented. They need to ask themselves what the policy has accomplished. This can illustrate the desired results or those not so desired. This stage determines whether the other stages have to be revisited or not, meaning that the policy formulation process might have to be done again, with some changes being made. In essence, the successful implementation of this study would see the

HEIs having strategies in place to develop indigenous languages in the institutions. As time goes by, it would also see them making use of the indigenous languages as languages of instruction, and as time goes on, successful implementation would amount to multilingual HEIs. If the above three end results have not been met in any way that would mean that the policy has failed to achieve what it set out to achieve, and that has to be corrected. According to Chabane (2013:11) Evaluation is a useful tool to use to carry out deep assessments of the design, efficiency, effectiveness, implementation or impact of programmes and for identifying improvements. It is an important stage, because otherwise the whole process would have been a wasteful undertaking that requires improvement.

All the stages in the process are important, complex and usually have monetary implications. For the purpose of this study, policy implementation and its complexities and challenges will be discussed further in the following chapters. This makes the policy evaluation even more important, as, if there is no indication of what the outcomes were, this could also mean that the whole process was one of pointless and wasteful expenditure. Not only that, but the main issue that was identified as the problem that needs change and intervention, would not have been solved. In this study policy evaluation is also important, as it would determine whether the Language Policy for Higher Education, 2002 is being properly implemented by higher education institutions. This stage affords the policy makers and the policy implementers a chance to try and rectify whatever mistakes they could have made and a chance to come up with options which are more likely to produce better results and possibly reach the desired goals.

According to Anderson (2013:5), policy evaluation involves the activities which are intended to determine whether the policy is achieving its goals or not. The policy evaluation process can result in different actions. It could mean that in the policy some changes have to be made to the policy, it could mean that the whole process has to be started again, or, if all is going well and according to plan, it could simply mean that everything should proceed as planned. This stage allows the different role players in the policy process to know of the effects that the policy on which they have been working has. According to Jimenez (2010:3) different effects of policies exist. There are intended effects, which refer to what the policy had set out to achieve. For this study, the intentions of the LPHE, 2002 is to promote multilingualism, ensure that languages do not act as barriers to access and success in higher education and to promote the use and the development of indigenous languages. However, as will be discussed in the following chapters, the lack of evaluation measures in the LPHE, 2002 make it hard for the policy to be evaluated.

Policies also have unintended results. These are the effects which are not foreseen. These effects can be anything to the policy actors. They can either be welcomed as good additions, or they can do the opposite of what the policies intended. For example, it would be an unintended effect if the introduction of an indigenous language at an institution results in a lower number of students being interested in attending that institution. That would not be welcomed. However, it would be welcomed if that resulted in an increase in number of students registering, which increases the number of research outputs produced by students taught in those African indigenous languages.

According to Cochran et al. (2015:13) policy implementation creates impacts which refer to what happens when a policy is being put into effect. Policy impacts are pivotal when it comes to the stage of policy evaluation. The stage of policy evaluation focuses principally on the impact of a policy as it is largely from the performance and consequences of a policy that its success or failure can be assessed.

2.5.2 The critique of the policy process

While the development of a policy making process has shed some light on how a policy is conceptualised, to a point where it possibly yields the desired results, the Policy Process Model has also been criticized. Firstly the model is questioned for analytical differentiation of the policy process into specific stages and sequences. Implementation research has played a large part in the critique of the Policy Stages Model. It revealed that there is a clear cut separation between the policy formulation stage and the policy implementation stage, but this does not represent real world policy making. This is neither in terms of the hierarchical sequence between the stages, nor in terms of the actors involved in the different stages (Fischer et al. 2007:56).

The Stages Model, according to Sabatier in Fischer et al. (2007:56), has outlived its usefulness and has to be replaced by a new and improved model. The model is also criticised regarding its description of the policy making process. The critiques claim that in real life, the policy process does not fall into sequential stages. It may happen that the stages affect each other, and the one might be executed while the other one is being executed as well. Sometimes the stages might be combined or the sequence might be reversed. In other words it is not useful to try to differentiate between the stages. The second critique of the Stages Model regards its conceptual value. The model is lacking in the definition of the elements of the theoretical framework. This model fails to describe how the transition occurs between the different stages. It merely mentions what the next stage is and

what the stage is about, but it fails to describe how that happens or how it is supposed to happen. The Stages Model is very simplistic and is portrayed as being straightforward, which is not always the case in real life. Cochran, et al. (2015:11) states that a policy is heavily influenced by politics and because of political involvement; it is unrealistic to assume that there will be an adoption of clear lines and decisions. Politics is not rigid and the model assumes that it is. Additionally, the stages model begins with a belief that a problem exists. This means that if an issue is not viewed as a problem, it will then not make it on to the government agenda.

The description of the different generations of the studies of policy implementation above introduced the different approaches to implementation as created over the years. These range from the top-down approaches, to bottom-up approaches and the hybrid approaches. According to Fischer et al. (2007:56), another problem with the Stages Model is that it is very hierarchical in nature. It is based on an implicit top-down nature. Supporters of a bottom-up approach may deem it problematic because the policy will be framed as hierarchical and steered by a superior institution.

This study recognises that the policy formulation process is a complicated one and is not always linear as presented by the stages model. However, the stages model does represent general stages which are often executed when a public policy is being formulated. The model though not conclusive represents a simplistic process of formulating the policy without the analysis of factors that may affect the process. The 5C protocols as developed by Najam are also important in that they represent elements which are important for a successful implementation of a policy. However, like the stages model, the 5C do not necessary represents all the elements which a successful implementation of the policy would entail. This is further complicated by the fact that not all policies are the same and not all of them are complicated to implement.

2.6 CONCLUSION

It is difficult to have policy implementation without also acknowledging public administration. The two go hand-in-hand in that when policy is being implemented, that means that the activity of public administration is being performed. Many scholars define public administration as policy implementation. This chapter has managed to outline the relationship that exists between the two. It has also differentiated between public

administration the practice and Public Administration the discipline, with the study focusing on the former. Much of what the officials, (also known as administrators), do in the respective governments they work for is through the different functions of public administration. This chapter has outlined the six generic functions of administration and how these influence the delivery that the public institutions offer to the public. Policy as one of the generic functions is one of the most important ones, as the other five functions can only take place once policy has been made.

To understand the notion of policy implementation, it is important to also understand how it comes about and how and where it fits in to the policy making process. The study has outlined the stages that take place in the policy making process and all that they entail. The policy which is under review is the Language Policy for Higher Education of 2002. The policy's framework is described as the one designed to promote multilingualism and to enhance equity and access in higher education institutions. However, many of the South African higher education institutions have not become multilingual, which would suggest that the implementation of the policy or the lack thereof has not been able to yield the desired results. This makes policy implementation one of the most important stages in policy implementation, and at the same time, remains one of the most challenging stages in the policy making process.

The chapter also briefly discussed the 5C protocols, which include content, context, commitment, capacity, and clients and coalition, as formulated by Najam (1995), as one of the strategies to deal with the failure that is experienced by many institutions in dealing with policy implementation and in being able to achieve their set goals and objectives. Understanding the whole cycle of the policy making process is important in making sure that the policy does get implemented and that those responsible for formulating and implementing it are well informed of what to do and what they should expect. The understanding of public administration is also important in doing so.

CHAPTER THREE

STATUTORY FRAMEWORK FOR LANGUAGES IN HIGHER EDUCATION IN SOUTH AFRICA

3.1 INTRODUCTION

The previous chapter highlighted the differences that exist between the field of public administration, as well as the discipline of Public Administration. It focused on contextualising public policy within the field of public administration. Different public administration generic functions were discussed, and policy implementation was identified as one of the most important functions.

This chapter focuses on the policy framework for language policies in higher education. When the country experiences administrative change, this also tends to have an effect on how the higher education system functions. The ideological changes that govern the country also affect how the country's institutions are governed, and as a result, also affect the policies governing those institutions including higher education.

3.2 STATUTORY FRAMEWORK FOR LANGUAGES FOR HIGHER EDUCATION IN SOUTH AFRICA

The statutes that govern the use of languages in the South African higher education context are described below. The statutes discussed are those that were formulated post-1994, because they are currently functional and some have an influence on the Language Policy for Higher Education, 2002, on which this study is based.

3.2.1 The Constitution of the Republic of South Africa, 1996

According to the Constitutional Court (2016) one of the most important documents that was produced following the fall of the Apartheid regime in South Africa was the Constitution. The 1996 Constitution of South Africa is considered to be one of the best constitutions in the world (Kende 2016). The 1996 Constitution outlines how the country should be governed, the rules that citizens should follow, the rights that the citizens have, as well as the institutions that operate in the democratic country. The 1996 Constitution is considered as the supreme law of the country. All the laws, rules, policies and regulations that the country passes need to be in line with and informed by the Constitution, otherwise they would be deemed unconstitutional.

As mentioned above, all the authoritative documents that the government passes need to be in line with the provisions of the Constitution, as a result, the policy on which this study is based was also informed by the Constitution. Section 6.1 of the 1996 Constitution recognises eleven official languages in South Africa. These are written as Sepedi, Sesotho, Setswana, siSwati, Tshivenda, Xitsonga, Afrikaans, English, isiNdebele, isiXhosa and isiZulu. Section 6.1.2 further states that due to the history of this country, whereby indigenous languages were neglected, the government should take steps to elevate these languages (Constitution of the Republic of South Africa 1996).

Section 29 (1) (a) of the 1996 Constitution states that all the citizens of South Africa have rights (a) to a basic education, including adult basic education; and (b) to further education, which the state, through reasonable measures, must make progressively available and accessible. Section 29 (2) goes further in saying that everyone has a right to receive education in a language of their choice at a public institution, where this can be practical (Constitution of the Republic of South Africa 1996).

Furthermore, chapter 2 of the Constitution is the Bill of Rights. Section 7 (1) of the 1996 Constitution states that the Bill of Rights are the cornerstone of the South African democracy and holds all the rights of all South African citizens. Furthermore, Section 7 (2) states that the government needs to respect, protect, promote and fulfil the rights in the Bill of Rights. Section 29 (2) state that the every citizen has a right in the official language or in a language of their choosing in public learning institution. However, this clause further states that this must be done where the education can be offered practically and further state that the government needs to consider all available educational alternatives which may be single medium institutions. The Constitution states that those alternatives should take into account issues of equity, practicability and the need to redress the past discriminatory laws and practices. This clause of the Constitution recognises that all languages need to be developed and used, however the issue of practicability is important to consider (Constitution of the Republic of South Africa 1996).

The 1996 Constitution is an important legislation. In relation to this study, it highlights and champions the importance of equal treatment of the official languages. The language, as used in the Constitution does such as “where practicable” does indicate a possibility of offering education in anyone’s language of chose might not be the easiest to do and might not be practical.

3.2.2 Language Policy Framework for South African Higher Education, 2001

In 1999 the Council on Higher Education (CHE) had to, in accordance with the Higher Education Act of 1997, advise the Minister of Education around matters regarding the language policy in South African higher education. The result was the writing of the language policy framework in 2001, a year before the Language Policy for Higher Education, 2002. The Language Policy Framework for South African Higher Education (LPFSAHE) incorporates the views of the CHE as well as those of the Task Group that was established to write a report on a language policy framework.

This framework is based on the legal provisions which include the 1996 Constitution, the South African Languages Draft Bill of 2003 the Government Notice of 1997 (no.383, Vol 17797) on Language Policy for Schools 1997, the Higher Education Act, 1997 (No, 101 of 1997), as well as the recommendations contained in the Organisation of African Unity's Language Plan of Action for Africa of 1986 as well as in the Harare Declaration of March 1997. The study argues that this framework emphasises the importance of multilingualism in the new democratic South Africa.

Section 3.1.2 of the LPFSAHE states that the objectives of multilingualism are to facilitate personal empowerment through the promotion of equitable use of the official languages, to ensure that all citizens have the freedom to exercise their language rights by using their languages of choice, to develop and promote indigenous languages including sign language, to support economic growth through multilingualism and to promote national unity and multiculturalism through the learning of each other's languages (CHE 2001:2).

3.2.2.1 African languages in higher education

According to the LPFSAHE (2001) the CHE recognises that the HEIs in South Africa as centres of research and development are the perfect place for the development of indigenous African languages. Section 3.4 of the LPFSAHE (2001) recognises that this is likely to be a difficult change, and as such, requires that there be tough choices made by the institutions, especially with regard to costs and other issues which are associated with the adoption of education through a student's mother tongue (CHE 2001:3).

Section 4.1.2 of the LPFSAHE (2001) indicated that none of the institutions are doing anything to formally use African languages as a medium of instruction. Out of all the institutions there were only five where African languages were used, but informally but used

informally. For the rest, it was merely a case of having the languages as study subjects and not as a medium of instruction. African languages are still only limited to tutorials. The LPFSAHE (2001) further stated that around that time not a single institution was searching to find ways of using Africa languages as a medium of instruction. In the sixteen years since the LPFSAHE was drafted, though slow, there has been a change when it comes to institutions of higher learning and their use and positioning of languages (CHE 2001:4).

Section 4.3.1 of the LPFSAHE (2001) states that all institutions are opting for the better option of trying to improve students' proficiency in English. This does not necessarily solve the issue of the development of Africa languages, but further displays the preference of English over them. In the present day, the trend has not changed much; most institutions are still opting for developing the grasp of the English language as a way of ensuring that the students learn better.

3.2.3 National Plan for Higher Education, 2001 (NPHE)

The National Plan was published in February of 2001 by the then Department of Education. This took place during the period when there was one Department of Education (DoE) which included both basic and higher education. The NPHE (2001) was formulated to serve as a framework and provide mechanisms for the restructuring of the higher education system undergoing transitioning from the former Apartheid era. It outlines the processes that need to take place to restructure the new higher education system. Section 1.1 of the NPHE (2001) states that the biggest challenge facing higher education in South Africa is to redress the inequalities of the past and transform higher education to serve and represent the new social order, while meeting the important needs of the country and responding to the new realities and opportunities provided by the new era (DoE 2001: 4).

Section 1.1 of the NPHE (2001) further states that though there is still a lot of transformation that needs to take place in the higher education system, there are strengths that the system is already portraying. These include the calibre of research and teaching in some institutions which are comparable to international standards. The NPHE (2001) also divulges that another positive from the system is the fact that it is beginning to respond to the changes presented by the new social order, and one example of such response has been a change in the demographic profile of students' enrolment in higher education institutions (DoE 2001: 4).

Section 1.5.1 of the NPHE (2001) states that the Ministry of Education recognises the fact that the autonomy of institutions may result in objections to the NPHE (2001) on the grounds that it interferes with institutional autonomy. The NPHE (2001) states that the Ministry of Education respects the institutions' autonomy, which is the reason it refrains from interfering too much in the institutions' day-to-day activities. The NPHE (2001) does however state that there is a need for a balance between institutional autonomy and public accountability and that the Ministry of Education will ensure that the institutional autonomy does not prevent change and transformation in higher education (DoE 2001: 11).

One of the strategies that the NPHE (2001) puts forth is increasing participation and graduate output. Section 2.8.1, as part of the activities to achieve this, is the change in the enrolments by field of study. The NPHE (2001) suggests that there should be development of programmes in fields of study that are marginalised, such as the field of African languages, which has low student enrolment numbers. The NPHE (2001) states that to achieve this, there should be planning as well as the availability of funding incentives (DoE 2001: 28).

In terms of race and equity, Section 3.1.2 of the NPHE (2001) states that there have been changes in the demographics of students in institutions, and particularly noteworthy has been the change in numbers of African students enrolled in Historically Black Universities. The NPHE (2001) states that the numbers have dropped, with many African students opting for former white English/Afrikaans-medium institutions. The NPHE (2001) maintains that, though there have been changes in demographics, language continue to be a barrier to access to some of those institutions. Section 3.1.2 further states that most historically Afrikaans universities have progressed to adopting dual and parallel medium strategies, however the implementation of those policies (dual or parallel medium policies) remains uneven because not all courses are offered in that manner. To deal with the abovementioned language policy issues, the NPHE (2001) contends that the Ministry of Education requested the Council on Higher Education to give advice on the development of an appropriate language policy framework. The recommendations would then form a basis for a language policy for higher education (DoE 2001: 31).

3.2.4 Language Policy for Higher Education, 2002 (LPHE)

The language policy is one of the policies which were promulgated after 1994 and it is still the language policy that is operational in the current administration. It was formulated in

2002 when the Department of Education. It has been operational for over fourteen years. It has been 15 years since the Policy was formulated and since then, there has been unrests in HEIs of South Africa regarding the use of languages. The LPHE starts by providing a background of the country and how this influenced the use of languages in higher education. It recognises that South Africa as a country is one that is very rich in languages, with the existence of eleven official languages. African indigenous languages during the Apartheid regime were not fully developed and English and Afrikaans were used as an instrument of control, oppression and exploitation. The Policy further states that their existence was recognised and used to legitimise the policy of what is called “separate development”, which the policy states formed the cornerstone of the practice of Apartheid (DoE 2002: 2).

Section 3 of the Policy states that all languages are important, especially for building a common sense of nationhood, and furthermore giving priority to all of them is a consistent with the values of democracy, social justice and human rights, as enshrined in the country’s constitution. Languages are viewed as having an important role in the promotion of multilingualism for social, cultural, intellectual and economic development of the country. Given the history of South Africa, languages are also considered as being important in creating unity and in addressing the injustices of the Apartheid past (DoE 2002: 3).

According to Section 4 of the LPHE, the 1996 Constitution of the Republic of South Africa, in line with its founding values such as that of non-racialism, non-sexism, human dignity and equality, also accords equal status to languages and recognises that there should be no discrimination and therefore states that the government needs to take practical and positive measures in order to elevate the status and the use of these languages. The Policy however states that one of the biggest challenges facing institutions is to ensure that an environment of multilingualism is created where all languages are developed as academic and scientific languages, while also ensuring that the current languages which are used as mediums of instruction do not act as barriers to access and success in higher education (DoE 2002: 4). Currently, in the South African higher education institutions, African indigenous languages only exist as subject areas and not scientific and academic languages, and are not currently being utilised as mediums of instruction.

What seems to be apparent in the Policy is that much of the responsibility is given to HEIs. The department is portrayed as an institution that is to serve as an overseer and an institution whose main responsibility will be to ensure compliance. For example, Section 7 of the LPHE, 2002 states that institutional councils and senates must determine their own institutional language policies, publish them and should make them available upon request.

Section 15.4.4 further maintains that higher education institutions are encouraged by the Ministry of Education to come up with their own institutional strategies to promote proficiency in the indigenous languages. These policies and institutional plans need to be approved by the Department for compliance and to ensure that they do not contravene the basis of the LPHE, 2002. However, as stated above, ascertaining such compliance is not easy when there are no indicators to compliance or a lack thereof. The assumption therefore is that if an institutional plan or policy is approved by the Department, then it meets the necessary requirements.

Furthermore, Section 20 of the LPHE states that all HEIs are required to develop their own individual university language policies and that the Ministry of Education will continue monitoring the impact of languages in higher education. Section 18.3 of the LPHE states that higher education institutions need to have three year rolling plans in place, in which they will indicate the strategies which they have put in place to promote multilingualism. In these plans, the institutions will be required to disclose the progress that they have made with regard to the promotion of multilingualism in their respective institutions (DoE 2002: 15).

It should come as no surprise that the development of any language, especially one that has not been developed to a level where it is used as a scientific language or medium of instruction, will require a lot of resources. These will be mainly personnel as well as financial resources. As such, Section 15.2.1 of the LPHE requires that for the languages to be developed, amongst the many things that will be needed is the development of dictionaries, as well as other teaching and learning material. The Policy further requires that with regard to financing the development of indigenous languages, the level to which the financial resources will be made available will be comparable to the investments which were made in the past to develop the Afrikaans language to the level that it is at today in higher education. The LPHE's Section 16.2 states that to ensure that there is the development of indigenous languages; the department will have different planning and funding incentives to encourage institutions to develop programmes in indigenous South African languages (DoE 2002: 15).

Afrikaans, though it has European influences, is considered an indigenous South African language (Willemsse 2015:1). According to the data from the Government Communication Information System (GCIS) (2015:3), Afrikaans is the third most spoken language in South Africa, with a total of 13.5% of the South African population being Afrikaans native speakers. During the Apartheid regime Afrikaans was forced upon black South Africans to be used as a language of tuition in schools. It was also used as a medium of instruction in some of the higher education institutions. Today, as a result, there are institutions which are referred to

as former Afrikaans universities and most of these have become parallel language institutions meaning that they offer their studies in Afrikaans and another South African language. In all these institutions the other language is English (Webb, 2006:1).

With the background of Afrikaans in South Africa, the LPHE recognises its importance in the democratic South Africa as an indigenous language. Section 15.4 of the LPHE states that Afrikaans should be recognised and the language itself should be retained. Those who are non-speakers of the language should however not be discriminated against. Section 15.4.2 warns that the language should not be limited to certain institutions only. This, it warns, may result in Afrikaans speaking students being enrolled at only those institutions, which will in turn harm the efforts of multilingualism. The policy then states that all Afrikaans institutions should offer an option of another language, so as not to become a barrier to access and success in higher education (DoE 2002: 14).

Section 16.2 of the LPHE also calls for the development of the Khoi, Nama and San languages in higher education institutions. These languages are spoken by the population who are considered the original dwellers of South Africa, and their languages are neither developed in South Africa nor used by many. The Constitution's Section 6.5 (a) calls for the development of these languages, as well as sign language (Constitution of the Republic of South Africa 1996).

3.2.5 The report on the position of Afrikaans in the university system (Gerwel Committee Report), 2002

Due to the history of South Africa, the Afrikaans language continues to be associated with apartheid and discrimination. With this background, there are different views on the place of Afrikaans in the country. Some of the views are for the language to be discontinued in important areas of society such as in education and some views are for its retention and continuous development as one of the official languages of South Africa. However, one cannot deny the amount of influence and contribution it has made to the scientific research and to the entire academic realm in South Africa (Gerwel Committee report 2002:10).

A democratic government and a call for transformation in the higher education institutions in South Africa creates a question regarding the state of Afrikaans in the schooling system. With this, the then Minister of Education, Professor Kadar Asmal, invited Professor G.J. Gerwel to set up an informal committee that would offer him recommendations on how to preserve the Afrikaans language in higher education institutions, especially the former

Afrikaans institutions, while also ensuring that the language does not act as a barrier to access to higher education, especially to those that do not speak the language and to ensure that it does not become the basis of discrimination and racism. As a result of that, Prof Gerwel convened an informal meeting committee to produce this report. The Committee comprised of Prof Gerwel, Ms S Daniels, Prof W P Esterhuyse, Ms A E Krog, Prof N S Ndebele, Dr C L van Louw, Prof S C Satyo, Prof H S Willemse and Mr M Yoyo. The report is going to be referred to as the Gerwel Committee Report going forward.

Though this report is fourteen years old now and some of the recommendations it brings forward are outdated, the report is important and relevant to the study especially in the light of the language protests that took place in selected South African institutions including but not limited to the University of Pretoria and North-West University where the use of Afrikaans a medium of instruction in these institutions was one of the highly contested issues.

People's reaction to Afrikaans in South Africa is not always favourable, and this is largely due to the history of the country (Gerwel Committee report 2002:9). According to the Gerwel Committee report (2002:9), Afrikaans was the language that was used as a formal language during the Apartheid regime. As a result, to a lot of South Africans it is a language that is associated with discrimination and racism. Gerwel Committee report (2002:9) states that this is something that the Afrikaans community has to accept and deal with, and that is an important part of healing and reconciliation that the society will have to face over time. To add to this, Spaul and Sheperd (2016:1) state that the continuous use of Afrikaans as medium of instruction in universities adds nothing to the integration and the creation of multilingual societies, but instead gives an unfair advantage to Afrikaans speaking students. As a result, they suggest that English only institutions are better, even though much has to be done to give recognition to other official languages of the country.

The Gerwel Committee report (2002:5) states that English is an important language, especially in South Africa, and it is a binding language. The committee then states that the promotion of competence in the English language amongst South Africans should be an important part of multilingualism. The Gerwel Committee report uses the issues of global warming and the extinction of some species due to neglect, and changes in nature as an example of what may happen to languages in South Africa if they are neglected and not protected nor developed, to ensure their continuous and sustainable existence.

According to this Committee, the promotion of multilingualism in higher education is an important thing that needs to be encouraged. It further states that it supports the notion that

each of the higher education institutions needs to identify a language that it can develop potentially to a level where it can be used as a language of tuition. However, the Committee states that it recognises that the development of the indigenous languages to a level where they may be used as languages of tuition might not be possible in the short term (Gerwel Committee report 2002:7). In the development of indigenous languages the Gerwel Committee supports the idea of having institutions undertaking a process of developing them and states that this should be monitored.

3.2.5.1 Recommendations of the Gerwel Committee

The Gerwel Committee report (2002:10) recognises that there is a danger that the non-existence of Afrikaans in higher education will have on higher education. According to the Gerwel Committee report (2002:10), the number of institutions that offered Afrikaans as a medium of instruction with classes also offered in English was small. The Committee recommended that former Afrikaans medium institutions should make a provision to offer courses in English, while maintaining the standing of Afrikaans at the institution.

The Gerwel Committee report (2002:13) then made a suggestion that there should be one or two specifically allocated former Afrikaans universities with a mandate to ensure the continued development of the language as a language of high status functions, and as a language for science and scholarship. According to the Gerwel Committee report (2002:11) even though higher education institutions do not belong to a particular community, the former Afrikaans universities, which include the University of Pretoria, the University of Johannesburg, Rhodes University, the North-West University, the University of the Western Cape and Stellenbosch University, deserve recognition for the way that they have made their respective institutions accessible to the non-Afrikaans speaking, especially the black students. The Gerwel Committee report (2002:11) states that such recognition is important, because providing access to the other groups to these institutions required many efforts as well as costs for the university.

The Gerwel Committee report (2002:12) states that there are fears of the disappearance of the Afrikaans language in former Afrikaans universities, due to changing student demographics. Even though the University of the Western Cape was not an Afrikaans only institution, due to its changing students' demographics, it is now an English only institution. The Gerwel Committee report (2002:12) contends that this is something that is very likely to happen to other institutions as well. It maintains that the numbers of students who are

Afrikaans speaking continue to decrease in former Afrikaans only universities, which then threatens the existence of the language.

The Gerwel Committee report (2002:13) recommends that all institutions in the country need to be tasked with developing the indigenous languages. As the Committee considers Afrikaans as an indigenous language, it therefore recommends that there should be a continuous development and use of Afrikaans as a medium of instruction. The Gerwel Committee report (2002:12) further recommends that in all former Afrikaans universities, the courses should also be offered in the English language, and this needs to be considered as a norm. The Gerwel Committee report (2002:13) believes that this will ensure that Afrikaans does not act as a barrier to access and success in these institutions for those that are not Afrikaans speakers. The committee proposes that the institutions that should be given the responsibility to conserve, sustain and develop Afrikaans should be the University of Stellenbosch and the North-West University. The Gerwel Committee report (2002:14) states that even though the other former Afrikaans universities should be given the freedom to keep offering courses in Afrikaans and in English, Stellenbosch University and North-West University will be formally tasked with developing and promoting the use of the language as a medium of instruction.

The Gerwel Committee report (2002:13) further proposes that Afrikaans universities that still attract a lot of Afrikaans speaking students should continue to do so in the future for a number of reasons. The Gerwel Committee report (2002:13) provides an example of the University of Pretoria that still continues to be a former Afrikaans university with the most Afrikaans speaking students and this should continue to be so. The Committee states that one of the reasons why it is important to do so is that there might be a higher level of donor support linked to the traditional Afrikaans character of the institution. The Committee continues by saying that retaining it the way it is, is important, because these institutions practice a form of cross-subsidisation which comes from the presence of White-Afrikaans students who it considers as having a higher paying ability than others. The Committee recognises the statement that White-Afrikaans speaking students having a higher paying ability may be viewed as being offensive, and though this might be true, it is still important that the financial wellbeing of institutions be protected, especially in a new environment where there is a lot of financial pressure on the institutions.

The Gerwel Committee report (2002:14) contends that the use of Afrikaans as a medium of instruction and as a language used in the general life of the university should be done in a systematic and conscious manner. This should be an obligation of the Department of

Education and maybe with other departments who have an interest in this. The report recommends that the implementation of this obligation should be left to the autonomy of the institutions; however, institutions will have to draw up plans which will be monitored on agreed upon terms. The Gerwel Committee report (2002:16) also recommends that the minister needs to approach the Academy of Science of South Africa for advice on how the establishment of language academies can play a role in the development of indigenous African languages in South Africa.

3.2.6 Development of Indigenous Languages as Medium of Instruction in Higher Education (Department of Education, 2003)

This is a report of the Committee chaired by Professor NS Ndebele and comprised of Professor Rosalie Finlayson, Pan South African Language Board, Ms Thandiwe January Mclean, Deputy Director-General for Language, Culture and Society in the Department of Arts and Culture, Dr Cassius Lubisi, Adviser to the Minister of Education, Professor R. Madadzhe, University of the North, Professor Sihawukele Ngubane, Head of Undergraduate Studies in the Faculty of Human Sciences, University of Natal, Dr Abner Nyamende, Chairperson, African Languages Association of Southern Africa and Ms N. Tsheole, Member of Parliament and was commissioned by the then Minister of Education, the late Professor Kader Asmal, and as such, the report is usually referred to as the Ndebele Report. The Committee's mandate was to assess the state of African languages in higher education and to make recommendations to the Minister. The report was the result of the Language Policy for Higher Education, 2002 discussed above. According to Hibbert and van der Walt (2014:2) this report serves as a basis for the policy framework which was proposed by the then Minister of Education towards the development from medium to long term of the South African official languages.

In the report on the Development of Indigenous Languages as Medium of Instruction in Higher Education (DILMIHE) the Committee elaborates on the historical background of language use in South Africa, on languages under that dispensation when the report was produced, and also tackles the issues of the environment for the implementation of the policy. Through the assessment of the implementation environment, the Committee pointed out the possible barriers to implementation and made different recommendations on how to best address those (Doe 2003:7).

With the history of colonisation in Africa and the way in which it brought about the prevalence of languages such as Afrikaans and English, the Committee recognises that it

would be unrealistic to embark on a counter project to erase all of the European culture in order to restore indigenous African culture. However, the idea is to create an environment where African languages, English and Afrikaans can be used to create a multilingual national identity where there is multilingual versatility in the society (DoE 2003:8).

According to Hibbert and van der Walt (2014:31) the report indicates that the South African higher education institutions are not nearly adequate in bringing African languages to the fore and having them used fully as languages of tuition to support education. The present conditions are not conducive to the growth of indigenous languages. Furthermore, for the languages to grow, there has to be a wider availability of literacy, this including the expansion of the vocabulary, the development of scientific terms in indigenous languages the use of these languages. The Committee suggests that it should not be enough that institutions only declare indigenous languages as part of their official institutional languages, but there should also be recognition of their statuses at these institutions (DoE 2003:3).

Section 6 of the report states that the committee believes that there is a looming crisis in South Africa in relation to the way in which indigenous African languages are preserved and maintained. The Committee is concerned over the fact that there is a strong preference of English in many facets of the society. Furthermore, there seems to be a decline of higher education institutions investing in both the human as well as financial resources in the teaching and learning of African languages. Not only that, the committee also raises concerns about the continuously decreasing numbers of students who are taking up African languages as a field of study, which has resulted in many of the departments of African languages being closed down in a number of higher education institutions (DoE 2003:4).

The Committee makes a statement in Section 20 of the report that a learner that is not learning using their mother tongue is disadvantaged, because the educational experience is limited (DoE 2002:9). This statement is further supported by Kasa and Mhamed (2013:29) who state that the quality of education is closely related to the knowledge of the language in which the education is being offered. According to Webb et al. (2010:274) there are different issues that contribute to the low success rate of students in the education system, but one of the main ones is the issue of language. Students for whom English is a second or even a third language tend to struggle in school.

According to section 26 of the DILMIHE the success factor to that however is the availability of appropriate terminology and sufficient resources including educators and other supporting teaching material (DoE 2003:11). Section 26 of the report indicates that there are certain

conditions that are conducive to the successful use of the indigenous languages that are not popularly used. The conditions include the extent of literacy in the languages, official recognition of those languages, use of the languages in education, the existence of robust intellectual culture, the use of those languages in electronic technology, languages as an economic resource and reinforcement by international best practices (DoE 2003: 11).

When one refers to the conditions mentioned above, it is clear that when it comes to the South African context and the use of indigenous languages, many of the conditions have not been met. There is some use of these languages in education and in technology and there has been some improvement, but not much of it. In the case of South Africa, one can assume that the level of popularity of a language in terms of the number of speakers also plays a role in this. For example the majority of South Africans speak IsiZulu, closely followed by IsiXhosa. As such, the language has been more commercialised than other languages, for example Xitsonga (Ndlovu 2011:268).

The societal make-up in South Africa also seems to have an effect on the use of languages and their development. This has been apparent in the case of the University of KwaZulu-Natal, where for the first time in history, the University made it compulsory for all of its students to take up the IsiZulu language as a subject (TimesLive 2013). This might not be as easy in other institutions in other provinces, where most of their inhabitants speak different languages. According to Mhlanga (2014) the decision by the University of KwaZulu-Natal received some applause; but it did however receive some negative reaction from other sectors of higher education and society. At this stage not much literature exists to determine whether this decision was a good one or not and whether this was successful. However, According to Khumalo (2015:5) in 2014 1,089 first year students successfully completed the compulsory module and the institution seems to be doing well in this regard.

The diversity of the South African society seems to be making the promotion of indigenous languages even more challenging than it would be for a more homogenous society. Section 32 of the DILMIHE gives an example of Belgium, Israel and Canada as exemplary countries that have been able to retain, develop and promote the use of their indigenous languages. As a result, their languages have been introduced as languages of instruction in their institutions of higher learning in some countries, alongside English. The committee points out that these countries compared to South Africa are not as culturally and linguistically diverse. In Belgium there are only three official languages which are Dutch, French and German, spread across the country. In Israel there two official languages, Hebrew and Arabic, and Canada has English and French as its official languages. The number of speakers per

language in these three countries differs from region to region, which is also the case in South Africa (DoE 2003: 13).

3.2.6.1 *Criteria for the selection of an indigenous language for use in higher education institutions.*

The DILMIHE, 2003 makes recommendations on the criteria through which the selection of an indigenous language to be used in higher education institutions should be made. This takes into consideration that South Africa is a diverse country, both culturally and linguistically. The geographical demographics also have an effect on the different use of different languages and the scale thereof. In some provinces, there is more than one language that is spoken by the inhabitants; however, these also differ in terms of the number of people who speak those languages.

Section 39 of the DILMIHE, 2003 states that the provincial language policy will have a major role to play in terms of influencing the language policies of the higher education institutions of those provinces. Based on the language priorities of a particular province, the institution will have the grounds and the basis of how to go about its own institutional language policy. The report however states that this requires a framework which will allow institutions to make their choices and to determine their priorities (DoE 2003: 17).

As mentioned above, South Africa is a diverse nation with different languages. The current national statistics reveal that the most spoken language in South Africa is IsiZulu, followed by IsiXhosa. According to the GCIS (2015:3) at national level, there are 22.7% Zulu speakers, 16% Xhosa speakers, 13.5% Afrikaans speakers, 9.6% English speakers, 9.1% Sepedi speakers, 8% Setswana speakers, 7.5% Sesotho speakers, 4.5% Xitsonga speakers, 2.6% SiSwati speakers, 2.4% Tshivenda speakers, 2.1% IsiNdebele speakers and 0.5% sign language users. As much as this is true, this is not the case when one examines the numbers based on each of the nine provinces in South Africa. For example, as much as IsiZulu is the most spoken language nationally, it is not the most spoken language in the provinces such as Limpopo, Northern Cape and Free State. In Limpopo for example, the most common languages are Xitsonga, Tshivenda and Sepedi (GCIS 2015:4).

What the DILMIHE, 2003 therefore proposes is that the languages which are to be prioritised in the provinces should be the ones that are widely spoken in those provinces. Section 43 of the report states that, where there is a dominant language in terms of the number of its speakers, the higher education institutions in those respective provinces should invest

reasonably to ensure that the language is used as a medium of instruction over time. The report is aware of the fact that there might be some reasons which might prevent a language from being further developed to a level that it might be used as a medium of instruction. Even if this is the case, the policy warns that this should not be the reason that the language should not be developed in its own right (DoE 2003:18).

Though the DILMIHE, 2003 has made suggestions that higher education institutions should choose the languages they develop based on the number of speakers in those provinces, it also states that this should not be a reason that other languages cannot be developed in that particular province. For example, Section 41 of the report states that other less popular languages in the provinces can be taught in schools as well, up to a certain determined level. This will benefit the citizens of that province and will assist in making them able to speak more than one language. Like the example used above, IsiZulu is not a widely spoken language in provinces such as the Free State, Limpopo and the Northern Cape, however, it will be good for it to be taught to the citizens of those provinces and might prove useful for them when they get to travel the country (DoE 2003:18).

Although the DILMIHE, 2003 and the LPHE, 2002 seek to address the need to develop indigenous languages as languages of instruction and academic languages, there is also another threat that seems to hamper the progress. The numbers of students enrolling at universities for African languages study disciplines seem to be dropping drastically every year. According to Kaschula (2013:21) the low interest in the pursuance of post-graduate studies in languages places languages at the bottom when it comes to state funding. If this persists then all the efforts and the different initiatives to try and address the problem might prove to be fruitless. This also means that the number of experts in indigenous languages decreases, which potentially may affect their development.

Section 44 of the DILMIHE indicates that English is still the most preferred language in higher education. Students seem to be more interested in enrolling for English courses than they are in enrolling for other languages, and, of importance in this study, the indigenous languages. Currently those that do enrol for African indigenous languages pursue them as subjects and do not use these languages as mediums of instruction for the rest of their subjects. Section 45 of the report states that low numbers of student enrolments in indigenous languages will potentially create problems for South Africa in the future, particularly with regard to social cohesion. The report states that if the numbers continue to decrease, that will result in the number of citizens with a working competence in indigenous

languages in a competitive contemporary environment also decreasing, which may also have a negative impact on social cohesion and may threaten reconciliation (DoE 2003:19).

According to Section 47 of the DILMIHE, there should be an assessment of required investments and innovation to develop each of the languages into languages of instruction, as chosen by the different universities. The development of a language requires a lot of investments. Such investments includes but is not limited to books, dictionaries, development of glossaries and the availability of teachers. The DILMIHE ends by making recommendations for the Department of Education on what could possibly be the way forward in the quest of achieving the goal of developing indigenous African languages and developing them into mediums of instruction. The first recommendation of the report is the need for a well-coordinated national plan, which will be used at all the different levels of government to support the development of these languages. Section 48.2 of the report further states that the different bodies which deal with language matters need to be consolidated, and need to be supported so that they are able to carry out their mandate. They also need to be monitored. Though these bodies are of importance in advancing the development of indigenous languages and in dealing with issues that come with that, the sole responsibility of making sure that indigenous languages are developed still lies with the government (DoE 2003:21).

In Section 48, the DILMIHE also recommends that a communicative competence in one of the indigenous languages should be a requirement when one is searching for employment in government institutions, as well as in other state institutions. Another recommendation that the report makes in Section 48.5 is that a person who speaks one of the indigenous languages should be rewarded, especially if that person is either an English or Afrikaans speaker. Section 48.6 states that the different sectors of the community, including the government, the higher education institutions as well as the private sector, need to collaborate in identifying on a regional basis the prioritised courses that can be translated into an indigenous African language (DoE 2003:22). The committee devised an outline of how this could potentially be done, based on the different provinces and the languages spoken by the citizens. According to Section 48.6 of the report, the following approach can be used by the institutions in choosing the language which can be adopted as a language to be developed at a particular institution:

Languages	Higher education institutions
isiNdebele	University of Pretoria; University of South Africa
isiZulu	University of Johannesburg; University of KwaZulu-Natal; University North-West; University of South Africa; University of the Witwatersrand and University of Zululand
isiXhosa	University of Cape Town; University of Fort Hare; University of Free State; Nelson Mandela Metropolitan University; Rhodes University; University of Stellenbosch; University of South Africa; University of the Western Cape
SeSotho sa the North	University of Johannesburg; University of Pretoria; University of South Africa ; University of Venda
SeSotho	University of Cape Town; University of Free State; University of Stellenbosch; University of South Africa and University of the Witwatersrand
Setswana	North-West University; University of Pretoria; University of South Africa
SiSwati	University of South Africa; University of Zululand
TshiVenda	University of South Africa and University of Venda

Table 3.1: Selection of languages for development based on the location of an institution

Source: Department of Education (2003:22).

The above table provides examples of which languages the Higher Education Institution can choose from, as one of the languages they can develop. The recommendation on the table is based on the numbers of people that speak a particular language in a province in which a particular institution is located, and where the language can best be developed. For example, there are more Setswana speaking people in the North-West province than there are anywhere else in South Africa. For this reason the North-West University was identified as one of the institutions that are best suited to be assigned this language in terms of development.

Section 48.8 of the report also recommends that each higher education institution should be afforded a choice to identify an indigenous language that will be developed into a language of instruction. The report however states that if that chosen language is the dominant one in the province, then higher education institutions in that province should come up with a regional approach to that factor. Section 48.9 recommends that funding of the various

aspects related to indigenous African languages should be part of the strategy of national funding and be given the same magnitude and status as that coordinated through the National Research Foundation (DoE 2003:23).

In particular the report points to funding for activities such as the development of terminology for the different languages for different programmes. When it comes to the development of African languages in higher education, funding still continues to be a factor. The University of KwaZulu-Natal is the only university in the country that has made taking up an indigenous African language compulsory in South Africa. Even though this decision was praised by many, funding continues to be a barrier. According to Ndimande-Hlongwa, Balfour, Mkhize and Engelbretch (2010:349) the institution even considered external funding from external stakeholders to fund this undertaking.

Furthermore, Section 48.10 of the report recommends that publishing of indigenous languages in the entire range of publishing areas and materials needs to be a nationally coordinated activity that includes collaboration between higher education institutions and publishers. This could be coordinated by the language board: the Pan South African Language Board (PanSALB). According to Section 5(a) of the 1996 Constitution, PanSALB is responsible for ensuring the promotion and development of all official languages in the country. These also include languages used in South Africa which are not listed amongst the eleven official ones. In South Africa, education is divided into two levels and because of this there are two departments. One is the Department of Basic Education, which is concerned with education from the foundation phase until Grade 12 level. The other is the Department of Higher Education and Training, which is concerned with all post-school education and the entire higher education sector.

Though this study is about the use of indigenous African languages at Higher Education level as academic and scientific languages as well mediums of instruction, there is an acknowledgement that the use of these languages needs to have started at basic education level. With that said, Section 48.11 of the DILMIHE states that language requirements at basic education level should be based on the distribution of languages in the particular province, while at the same time also ensuring that those languages, which do not necessarily have many speakers in those provinces, also get taught to the learners (DoE 2003:23).

Most of the policies that seek to address the language issue in South Africa seem to start at a premise whereby there is a possibility that it might not work. Section 48.12 of the of the

DILMIHE states that policy needs to be reviewed in order to close possible loopholes which are created through the use of the phrase “where reasonably practical”. According to Kaschula (2013:5) the national policy is filled with limitation through clauses such as ‘where applicable’, ‘may’ and others. This has created a way for institutional policies to get away from compliance as required by the national policy, which has many loose ends.

This phraseology can be a dangerous one in that it means that it recognises that what the policy requires might not be done and in turn creates a situation whereby those who are required by the policy to act, might not even try because of this loophole. For example, it would be much easier for an institution to say that the development of an African language is important however, due to impracticality, it can never be developed to a point where it could be used as a language of instruction.

The DILMIHE, 2003 states that for the recommendation as stated above to work would require them to be introduced together with a stakeholder framework of commitment and driven by the spirit of transformation. The framework would have to reflect considerations such as:

- some sort of a partnership between all the different stakeholders in the institutions of higher learning and the public and private sector;
- for the management and coordination support to be done by a statutory body such as the Pan South African Language Board (PanSALB);
- for continuous monitoring and evaluation of the implementation of the policy;
- for a level of synergy in the three spheres of government in terms of support such as funding amongst others, and
- for the introduction of some form of incentives to the stakeholders who are participating in the development of indigenous African languages (DoE 2003:24).

3.2.7 Use of the Official Languages Act, 2012 (Act 12 of 2012)

The Official Languages Act, 2012 was formulated in 2012 and according to Section 2 of the Act, its objectives are to (a) regulate and monitor the use of South African official languages for government purposes and by the government, (b) promote the equitable use and treatment of all South Africa official languages, (c) help in the equitable access to services and information on national government through the official languages and (d) encourage good language management of the national government so that services can be rendered in an efficient manner and meet the needs of the citizens. According to Section 3 of the act, it applies to (a) national departments, (b) national public entities and (c) national

public enterprises. Higher education institutions are considered as public institutions and therefore this act applies to them as well, though the main focus is on government.

As the Language Policy for Higher Education, 2002 requires, Section 4 (1) of the Official Languages Act, 2012 states that all national departments are required to adopt a language policy regarding the use of South African official languages, for the purpose of government. In the case of the LPHE, 2002, institutions are also required to formulate their own individual institutional language policies which must be in line with the provisions of the national language policy in higher education, (which is the LPHE, 2002).

Additionally, in terms of the use of languages, Section 4 (2) (b) of the Official Languages Act, 2012 states that national departments, national entities and national public enterprises must identify three official languages which will be used for government purposes, in terms of the use of indigenous language use. Section 4 (3) of the Official Languages Act, 2012 states that when these institutions to which the act applies choose the three languages as mentioned above, they have to take into consideration the obligation to take practical and positive steps to ensure the elevation of the status and the advanced use of the indigenous languages. Section 4 (2) (d) states that these institutions need to outline the policy they adopt, how they will communicate with public members that speak South African sign language, as well as those that do not speak any of the official languages at all.

To ensure that the language policies are implemented with the institutions where the act applies, it states that the Minister must, according to Section 5 of the Official Languages Act, 2012 5 (a), establish a National Language Unit in the Department of Arts and Culture and (b) ensure that the unit has the necessary human resources, administrative resources and others necessary resources so it can function properly. According to Section 6 of the Official Languages Act, 2012, some of the functions of the National Language Unit include (6) (1) (a) (i) to give advice to the minister on regulating and monitoring the use of the official languages by the government for government purposes, and (6) (1) (a) (ii) to promote the use and the equitable treatment of all official languages and facilitate equitable access to services and information to all the institutions to which the act applies.

In addition to the National Language Unit, Section 7 of the Official Languages Act, 2012 states that all national departments, national public entities and national public enterprises must also establish their own respective language units, which should have the necessary resources to ensure that they are able to effectively achieve their goals. The act further makes provision for the monitoring of the use of official languages. Section 9 (1) states that

the minister is responsible for the monitoring and use of official languages by the national government for the purpose of government. Section 9 (2) states that the national departments, national public entities and national public enterprises are required to annually submit a report to PanSALB which will highlight the (a) activities of their language units, (b) how they are implementing the language policy and (c) complaints they received regarding their use of official languages and how they respond to those complaints. In addition, according to Section 10 of the act, the minister is required to annually table a report for the National Assembly reporting on the status and the use of official languages by the national government.

3.4 CONCLUSION

For all policies to be successful, they need to be backed up by other legal documents which have a focus on the same issues. This chapter focused on the legal framework that serves as a guide to the Language Policy for Higher Education, 2002. Though there are a number of legal documents which speak to the issues of languages in South Africa, one that guides them all is the 1996 Constitution of the Republic of South Africa. The Constitution recognises that there are 11 official languages in the country and further states that no individual may be discriminated against based on their language. In addition, all individuals need to have the right to be taught in the language of their preference, where applicable.

What this chapter has achieved is to portray that the founding principles of the framework documents are the values of a unified nation, where multilingualism is encouraged and believed to be important to foster social cohesion and the necessary healing that is needed in the country after its history with the era of Apartheid. However, because of the history of South Africa, it has been proven that fostering cohesion is not an easy process, especially when it comes to the perceptions that may still exist of Afrikaans. It was for this reason that the then Minister of Education created a committee led by Prof Gerwel in order to find a way in which the Afrikaans language can still exist and be retained in institutions, in a way that does not infringe on students speaking other languages. The report was able to determine the need for the continuous use of the language and made suggestions on how the language could be retained. This was back in 2002. If one looks at the current developments in higher education in South Africa, those recommendations are highly contested, such as the recommendation to have specific institutions which will teach in Afrikaans only.

The chapter highlighted that the basis of all the frameworks for the LPHE is equality and non-discrimination of all languages. Though the frameworks encourage the development

and use of indigenous African languages, they do the same for all languages and make a provision that everyone should be free to use a language of their choice, which in some cases may not be their mother tongue.

The chapter also demonstrated that most of the recommendations and the premises of the above documents are now out-dated. The current system has changed dramatically, and the demographics in institutions continue to change, which raises the question of the review of policy for it to be able to meet the requirements of higher education in the present. Additionally there has been a growth in the number of higher education institutions. This means that some are not assigned indigenous languages to develop, as was done with the others in 2003. The following chapter will focus on the selected institutions and assess how their differences have an influence on how they implement the policy and how they develop indigenous languages. Additionally, the chapter will seek to uncover success stories from each and how these can be adopted by other institutions.

CHAPTER FOUR

AN ANALYSIS OF THE CASE STUDIES: UNIVERSITY OF JOHANNESBURG, UNIVERSITY OF PRETORIA, NORTH-WEST UNIVERSITY AND UNIVERSITY OF KWA- ZULU NATAL

4.1 INTRODUCTION

In any country, a governmental decision or policy has to be guided by certain rules and laws. The previous chapter of this study focused on the rules, policies and reports that either act as guidance or informed the Language Policy for Higher Education, 2002. This was the first ever document that was created under the democratic government for the sole purpose of addressing language issues in the country, specifically in higher education. It is for that reason that at that time there were not many documents which could be used as a point of reference. However, the 1996 Constitution of the Republic of South Africa did exist, and to this day, it is still considered as a supreme law in terms of how it informs a lot of other policies, and how it is still informing the one on which this study focuses.

This chapter will highlight the higher education institutions chosen as case studies for this study. As mentioned in the first chapter, as part of the research methodology selected for this study, case studies, interviews and secondary research analysis were chosen. This chapter focuses on these institutions, in particular how their characteristics have an impact on how they implement the language policy and how they develop indigenous languages for use as the mediums of instruction.

The reasons for the choice of these institutions were also explained in the first chapter. The idea is that an institution's history, its surroundings, its demographics, its vision and mission have a big role to play in terms of how it views its place within a country, what it deems important and what it deems not so important. After the 1994 democratic elections, a lot of changes took place in the country. These changes did not exclude higher education institutions. In fact, they also had to make some policy changes in order to be able to fit into the democratic South Africa. According to Higher Education South Africa (2011:5) there has been some changes in terms the social imperatives, goals and policies which have in turn resulted in the change in institutional admission's policies, criteria and practices. One such notable change is that, pre-1994; certain institutions in the country were designed to cater for certain language and racial groups. What that meant is, for example, if you were not fluent in

a particular language, then you could not choose a certain university as the one at which you would study.

With that said, the introduction of the democratic government and its quests to formulate new and inclusive policies meant that a lot of the institutions had to undergo a lot of regulation and structural changes, in order for them to have a place in the democratically formed South Africa. However, one cannot simply erase a history created over decades in just two decades, hence it is to be expected that some of the institutions may still hold on to how they were, what they stood for and what they believe to be right. This chapter will therefore examine the abovementioned institutions in order to find out exactly how these factors influenced the institutions' policy implementation outlook, and whether this had an influence on what the national policy plans to achieve, in terms of multilingualism in South Africa.

4.2 THE HISTORY OF THE CASE STUDY HIGHER EDUCATION INSTITUTIONS

According to the University of Pretoria's website (2016) the institution was established in 1908 and was referred to as the Transvaal University College. The language of instruction was Dutch and other languages included English. Under the Apartheid regime, the institution was a whites' only University and in addition, it was an Afrikaans only medium institution. However, over the years this changed as the institution introduced English as another medium of instruction. This change resulted in the student demographics changing from Afrikaans only speaking students, to include English speaking students. Post 1994, with a changing country, there was a need for institutions to change and to embrace the democratic South Africa and that meant student demographics needed to change.

According to the University of Pretoria (2016:42) the institution is now a multicultural and transformed institution which has 59 514 registered students who come from a vast number of cultures, making it a multicultural and a multiracial institution which is open to anyone. According to the university's statistics, the university currently has 60.28% students who are black and there are 74% black postgraduate students.

The abovementioned statics show that the institution has done well when it comes to transformation, specifically when it comes to the student demographics. For an institution which catered for Afrikaans and white students only, what it has achieved within the time it has had since the change in government of the country, is notable. In addition to being a

multicultural institution, according to the University of Pretoria (2016:42), the institution currently has a pass rate of 90%, which makes it one of the best performing higher education institutions in the country.

The North-West University has also undergone a lot of transformation when one looks at the history of the university. According to the North-West University (2016:1), the institution is fairly new, and has been in existence for 13 years. The North-West University was established in 2004. It was a product of the merger of 3 institutions. This included the University of North-West in Mahikeng, which catered for black students, with many of those coming from rural areas. The second institution was the Potchefstroom University for Christian Higher Education. This institution catered for white students, most of which were Afrikaans speaking and came from a Christian background. The final institution to be included was the Vista's Sebokeng Campus in the Vaal, which also catered mainly for black students. In 2004, as part of transformation, the University was merged in order to create a more inclusive institution which had a broader representation of students in terms of their language use as well as in terms of race (North-West University 2016:1).

According to the University of KwaZulu-Natal (2015), the University was established in 2004 as a result of an amalgamation between the University of Durban-Westville and the University of Natal. The University of Durban-Westville historically catered for the Indian community, however, because the community is not the majority in the Province, the student numbers at the institution were not encouraging. As a means of fostering transformation and integration in South Africa, the government selected institutions which needed to merge and the University of KwaZulu-Natal was born (University of KwaZulu-Natal 2015).

The University of Johannesburg was amongst the institutions that were created as a result of a merger of different institutions. According to the University of Johannesburg (2016) the institution is a multicultural institution which is located in the metropolitan city of Johannesburg. It was established in 2005 as a result of a merger between the Rand Afrikaans University (RAU) which was an Afrikaans only medium institution, the Technikon Witwatersrand (TWR) and the Soweto and East Rand campuses of the Vista University. In its 11 years of existence, the institution has been able to brand itself as a multicultural research intensive University.

4.3 GEOGRAPHIC LOCATION AND DEMOGRAPHICS

An environment tends to have an influence on how issues that happen within its context unfold. Therefore, it is expected that an environment within which the policy is implemented has an influence on the successful or unsuccessful implementation of that policy. It is important therefore for this study to give a basic outline of the location of the institutions, as well as their demographics, in order to ascertain whether the above is true and also to discover in what way these factors influence policy implementation.

The University of KwaZulu-Natal is located in the province of KwaZulu-Natal, the University of Johannesburg is located at the Gauteng Province in the city of Johannesburg, the University of Pretoria is located in the city of Pretoria in the Gauteng Province and the North-West University is located in two provinces: in the Vaal area in Gauteng, in Potchefstroom and in Mahikeng in the North-West Province. According to Statistics South Africa (2016:28), the total number of the South African population in 2016 was 55 653 654. Of those, 13 399 724 are in the Gauteng Province, accounting for 24% of the total population. In KwaZulu-Natal there are 11 065 240 residents who account for 19.9% of the total population of South Africa. Finally, there are 3 748 435 residents in the North-West Province, which make up 6.7% of the total population of the country.

When taking race into consideration, South Africa is made up of 80.7% African, 8.8% coloured, 8.1% white and 2.5% Indian and Asian citizens. These racial groups are spread amongst the nine provinces of the country, and their concentration differs from province to province (Statistics SA, 2014:2). As previously mentioned, the four institutions that the study is focused on are located within 3 different provinces. The languages spoken in those provinces also differ. According to the GCIS (2015:4), the province of KwaZulu-Natal had 78.8% of residents who identified isiZulu as their first language. This was followed by English which had 13.2% of people who identified it as their first language. In the case of the Gauteng Province, as in KwaZulu-Natal, the majority language group was isiZulu, with 19.8% native isiZulu speakers, followed by 13.3% English speakers. Finally, in the North-West Province, the majority group are Setswana speakers who account for 63.4% in the province, followed by Afrikaans with 9%.

The abovementioned statistics give a clear indication of the environment within which institutions function, within which they need to implement the language policy and within which they are required to develop indigenous local languages. One can see that for some provinces such as KwaZulu-Natal, the choice of a language for development is not difficult,

as the majority of speakers in the province and at the institution are isiZulu speakers. The same cannot be said for the other three institutions, where provincial statistics demonstrate that there is not a huge gap within the language dominance, and even though the statistics represent the entire province, language dominance differs from city to city within which these institutions are located.

4.4 INSTITUTIONAL LANGUAGE POLICIES

Section 7 of the Language Policy for Higher Education, 2002 requires that institutions need to have their own institutional language policies which must be approved by the Department of Higher Education and Training. The section below focuses on those respective policies.

4.4.1 The University of Johannesburg's Language Policy

According to Section 5 of the University of Johannesburg (UJ) Language Policy adopted in 2006, the institutional language is based on the Language Policy for Higher Education, 2002, the institution's statute, the institution's mission, goals, vision, strategic goals and objectives and finally, the Use of Official Languages Act, 2012 (Act 12 of 2012).

UJ's current language policy was approved in 2014 and the next review is due in 2019. Like most policy documents, the policy is intended to address a societal or institutional issue, and as such, a policy will have policy objectives which the policy intends to achieve and issues it aims to address. According to Section 2 of the UJ language policy, the objectives of the policy include assigning the languages for the institution, the need to secure a future for indigenous languages as academic and scientific languages; creating a multilingual society, promoting the study of foreign languages, and finally, promoting multilingual policies and practices at the institution (UJ 2006: 4).

Section 5 of the institutional language policy identifies the following as the policy principles:

- i. the recognition of the rich multilingual nature of the Gauteng Province where the institution is located;
- ii. a multilingual environment, where the language that is chosen as the medium of instruction is based on the institutional environment, which will include characteristics such as the purpose and nature of language use and communication;
- iii. the availability of multilingual material for staff and students which will assist with the process of effective teaching and learning;

- iv. the important role that the languages have in the promotion of a long lasting democracy and the promotion of human dignity and transformation in the society;
- v. the need to foster respect and inclusiveness which relates to matters of languages; and
- vi. the need to develop and study indigenous languages as academic study fields.

The University of Pretoria took a decision to revise its language policy in 2016, however the policy that the institution currently uses is the one discussed below.

4.4.2 The University of Pretoria's Language Policy

In 2016, for the first time in the democratic South Africa, institutions of higher education were faced with outcries with regard to languages of instruction. Most of the protests were experienced by but not limited to former Afrikaans universities. The University of Pretoria (UP), being a former Afrikaans University, was one of the institutions that experienced a large outcry from protesters who called for the removal of Afrikaans as the medium of instruction and instead, for the institution to adopt English. This led to fights between students groups, with some calling for Afrikaans to be retained, while others wanted tuition to be carried out in English (Ngoepe, 2016). According to Phakathi (2016:3) the University of Pretoria formulated a language policy task team which was tasked with reviewing its language policy.

After much negotiation, the institution chose to adopt English as the official language of instruction from 2017. This decision was met by a lot of resistance, especially from the Afrikaans community, led mainly by AfriForum and Solidarity. According to Alana Bailey, the CEO of AfriForum in Phakathi (2016:3), they as an organisation are not against the use of English, but are against the removal of Afrikaans. She stated that Afrikaans is an indigenous African language, and because studies prove that students perform better when taught in their mother tongue, the institution should instead work towards the development of other South African languages and not remove Afrikaans. She also indicated that the removal of Afrikaans as a medium of instruction would result in the process of developing other languages being stunted. According to TimesLive (2016) the case to challenge the University of Pretoria's adoption of a new policy where English was adopted as the official medium of instruction at the institution was brought to the Gauteng High Court on 1 December 2016 and on 15 December 2016 the court dismissed AfriForum's and Solidarity's application to stop the University of Pretoria from changing the institutional medium of instruction from Afrikaans to English.

According to the University of Pretoria's Vice Chancellor, De la Rey (2016), the new policy which was adopted by the institution is that only English is going to be regarded as an official medium of instruction for the institution. The implementation date of the newly adopted policy however, is not yet known, because the university still needs to consult with the different stakeholders, including the Department of Higher Education and Training. The Vice Chancellor confirmed that students who are already enrolled as Afrikaans students will not be affected, as the use of Afrikaans as a medium of instruction will be gradually phased out (De la Rey 2016). According to De la Rey (2016), the University's decision to gradually phase out Afrikaans was not only influenced by the protests which were experienced by the institution, but was also influenced by the decreasing numbers of students who expressed a preference for being taught in Afrikaans. She indicated that the numbers were 88% in 1990, however, in 2016, the numbers dropped by over 50%, with only 18% who expressed any interest in having Afrikaans as a medium of instruction.

The language policy that is being used and is available for this study is the older policy which was last reviewed in 2011. The study will focus on this current policy, with the careful consideration of the latest developments at the University of Pretoria with regard to language use and the language policy. According to Section 1 of the language policy that is currently being used at the institution, the University of Pretoria takes into consideration the acknowledgement of all official languages in South Africa and considers all of them to be equal and should be treated that way; the institution supports the promotion and use of other South African official languages; it recognises the choice of medium of instruction based on how fair and feasible that is to the particular institution; it supports the notion that no one should be denied access to higher education based on the institutional language policy and finally, the institution adopts the principle that the institutional language policy needs to be financially affordable (UP 2010:1) .

According to Section 3 of the University of Pretoria's language policy, the institution selected English and Afrikaans as the two official languages of the institution, however the institution considers Sepedi as the third official language. It is however not used as one of the institutional mediums of instruction. The government suggested Sepedi together with Setswana as languages that the institution could develop. The institution however selected Sepedi (UP 2010: 2). Section 3.4 of the institution's language policy states that the institution supports and promotes the use of other official and non-official languages, and through different programmes it will continue doing so, provided that there is a demand for these languages and that such courses are economically and academically justifiable (UP 2010:2).

According to Section 3.7, the institution will provide support for the students and staff members to help them with Afrikaans and English (UP 2010:2). The support includes translation and interpretation. The current policy fails to outline how it will provide support for those who are willing to learn Sepedi, which the institution considers its third language. This is further outlined on Section 3.4 and 3.5 of the policy. Section 3.5 states that the institution's clients have a right to communicate in either English or Afrikaans, and Section 3.6 states that there should be no discrimination against those that speak either English or Afrikaans. The institutional language policy recognises Sepedi as the third official language and the institution's policy indicates its intentions to support the development of Sepedi (UP 2010:2).

In terms of the implementation of the policy, the institution adopted a different approach. Instead of having a specific body to be responsible for the implementation of the policy, the University of Pretoria's approach is to have the different faculties of the institution implement the policy at faculty level. Section 4.2 of the University of Pretoria's language policy states that each faculty is required to submit a long-term language plan to the senate and the executive of the institution, where the faculty will detail how it plans to manage its affairs regarding the medium of instruction with regard to the different courses and programmes which are offered by the specific faculty. The specific faculty deans will then be responsible for the implementation of the approved faculty language plans (UP 2010:2).

One of the notable possible clauses in the current policy which will be different in the new policy is the clause regarding the choice that students have when it comes to choosing between English and Afrikaans. According to Section 4.12 and 4.13, students are given a choice to undertake assessments in either English or Afrikaans. Section 4.14 indicates that, should there be any disputes between students and lecturers regarding languages, the Head of Department, the Dean and the Registrar will have to intervene. Disputes may include students or lecturers reporting discrimination due to a language of choice (UP 2006:3).

4.4.3 The University of KwaZulu-Natal's Language Policy

The University of KwaZulu-Natal's (UKZN) Language Policy is legally guided by the Higher Education Act, 1997, and the Language Policy for Higher Education, 2002. It was approved in 2006 and is due for review in 2018 when the first implementation phase will be completed. The University of KwaZulu-Natal identifies English, IsiZulu and Afrikaans as the official languages of the institution and as such, the institutional language policy stipulates that there is a need for the promotion of proficiency in both IsiZulu and English. The institution

does however indicate that the plan is to ensure that the institution is able to achieve for IsiZulu what the English language has been able to achieve in terms of how it has developed and how English is being used and positioned. During this first phase the institution has implemented the rule that all first year students are required to take IsiZulu as a subject (TimesLive 2013).

Due to the fact that isiZulu is still not in the position of English, in terms of development and use, the University of KwaZulu-Natal will continue with the use of the English as the medium of instruction, while continuing with the development of isiZulu as an additional medium of instruction. According to Section 1 of the institutional language policy, due to the location of the institution, the student's home languages are important to the institution and the institution identified isiZulu as an indigenous language for development, because the majority of the institution's student population are isiZulu native speakers. With the recommendations of the 1996 Constitution of the Republic of South Africa as the guideline, the institution acknowledges that it has to take practical and positive measures to make sure that isiZulu is advanced as the medium of instruction and an academic and scientific language (UKZN 2006:1).

According to Section 2 of the University of KwaZulu-Natal's language policy, the following are the principles which guide the institution's language policy:

- i. to ensure that the institution's teaching and research continue to be of the best quality;
- ii. the institutional language policy is guided by the national and provincial language policy requirements;
- iii. the institution aims to ensure that there is a promotion of tolerance and respect for the different groups within the institution;
- iv. the institution considers English as an international language of scholarship and is regarded as the language for administrative and business purposes of the institution;
- v. the institution recognises the importance of isiZulu as well as Afrikaans which is also considered as an official language of the institution;
- vi. the institution commits and plans to develop isiZulu as a medium of instruction; and finally
- vii. the institutional language policy will be driven by the institutional leadership and by example.

In terms of how the institution intends to develop isiZulu as a medium of instruction, Section 3.2 of the institutional language policy states that the institution will draw up a language plan

which will detail how the institution plans to implement the policy and develop isiZulu. Section 3.3 of the policy indicates that the institution will collaborate with the different stakeholders to guarantee that all the material and resources that are required to ensure that the institution is able to develop isiZulu, are available. Such stakeholders will include the Department of Basic Education so ensure that that language development starts at basic education level, the Department of Arts and Culture and finally the Pan African Language Board. Material that needs to be developed includes, amongst others, dictionaries and other teaching and learning resources. In addition, Section 4.2 indicates that the institution collaborates with the University of Zululand, which is also located in the province, to ensure that the two institutions create a local platform for the development and the study of isiZulu (UKZN 2006:3).

In ensuring that the chosen languages do not act as barriers, Section 3.5 of the institution's language policy confirms that the institution will make certain that there are language and literacy development programmes in place, which will be available both for isiZulu and for English speakers. To further ensure the development of English and isiZulu, Section 4 of the language policy states that the institution will pay attention to the development of curriculum in these languages, the institution will encourage research which will be done in English and isiZulu, and, as previously indicated, will collaborate with the University of Zululand (UKZN 2006:3). Unlike the University of Pretoria which is located in an area where there are not as many isiZulu speakers, according to Section 5.4 of the University of KwaZulu-Natal institutional language policy, the institution considers and adopts isiZulu and English as administrative languages (UKZN 2006:3).

What is notable however, from the institutional language policy, is that although the institution considers Afrikaans as one of the three university's official languages, there is not much emphasis in the policy with regard to its development. Most of the focus is on the development of isiZulu, as the indigenous language, and English. That may be due to a number of reasons which the policy does not outline. These may include the lack of human resources and other resources, and that unlike the provinces that have universities which have Afrikaans as one of their languages of instruction, the Province of KwaZulu-Natal has lower numbers of Afrikaans speaking residents (1.6%) compared to others such as the Western Cape and the North-West Provinces (Statistics South Africa 2012:23).

4.4.4 The North-West University Language's Policy

The language policy for North-West University (NWU) was approved in 2012, last reviewed in 2014 and will next be reviewed in 2018. According to NWU (2012:2) the legal framework for the policy is made up of the 1996 Constitution of the Republic of South Africa, the White Paper on Higher Education 1997, the Higher Education Act (Act 101 of 1997), the Government Notice on the Higher Education Landscape (Government Notice 855 of 2002), the National Plan for Higher Education, 2001 and the Government Notice on the African Languages (Government Notice 35028 of 2012). According to Section 3 of the institution's language policy, the main aim of the policy is to create a language management environment which is in accordance with the following objectives:

- i. an environment which takes into account the different realities of the different campuses in relation to the implementation of the policy;
- ii. an environment that is sensitive to the language preferences, needs and expectations of the different individuals and groups within the institution;
- iii. a language policy and language plan that is aligned with the institution's macro-environment; and
- iv. an environment where regional languages where the institution's campuses are located are held as national assets and where implementable and practical attempts are made to ensure that these languages which include Afrikaans, English, Setswana and Sesotho are used for higher education purposes.

Though the North-West University has campuses in different provinces which have different dominant languages, the institution recognises English, Setswana and Afrikaans as its three official languages. However, because the institution has a campus at the Vaal Triangle which is located in the Gauteng Province, Section 3.2 indicates that it is only at this campus where Sesotho is also used as a working language, because the surrounding communities have Sesotho speaking residents in the majority (NWU 2012:1).

Because of the NWU having campuses in different provinces characterised with different dominant languages, the institution has adopted what it refers to as function multilingualism. In section 5.1 of the institutional Language Policy, functional multilingualism is defined as means that the choice of a particular language in a particular situation is determined by the situation/context in which it is used (NWU 2012:2). What this means therefore is that the institution supports multilingualism however, the manner in which this is approached is going to differ from campus to campus.

4.5 INSTITUTIONAL LANGUAGE PLANS

According to Brock-Utne, Desai, Qorrow and Pittman (2010:99), on the African continent, the most prestigious language is the one of the former coloniser in all the colonised countries. Such languages are English, French or Portuguese. Not only that, but these languages have been granted official status in all the countries. One can look at South Africa for example. The English and Afrikaans languages are considered as part of the 11 official languages of the country, as stated by the 1996 Constitution. The issue however, is that these languages are not spoken by the majority of the residents in these countries (Brock-Utne et al. 2010:100). Section 15.4.4 of the LPHE requires that institutions formulate their own institutional strategies where they detail how they will implement the policy and how they plan on developing indigenous languages. Below are language plans for the cases of this study.

4.5.1 The University of Johannesburg's language plan

The University of Johannesburg language plan (2014:1) considers the following as important when choosing a language for development to be used for development and administrative purposes:

- i. the total number of speakers of that particular language in the country;
- ii. the number of the language speakers in the province where the institution is located;
- iii. the guidelines found in the language plan of the province;
- iv. the languages that the provincial legislature considers as official languages in the province;
- v. the recommendations in the report on the Development of Indigenous Languages as Medium of Instruction in Higher Education (Department Education, 2003); and
- vi. the language profiles of the students at the university.

According to Section 1 of the University of Johannesburg's language plan, the institution considers the different language groups when dealing with language issues and when choosing the languages for development. It focuses on the interrelation that exists between the different languages. As such, it considers the languages as being related and they can be grouped according to the following factors: Nguni languages would include isiZulu, isiXhosa, Swati and isiNdebele. The second group, which is the Sotho group, includes Sepedi, Setswana and Sesotho. Finally there are Venda and Xitsonga, which do not fall into any group. The idea is that when choosing any of the languages that fall within the groups, you would be catering for the other ones within that group and thus ensuring that whoever speaks another language within that same group is able to easily comprehend the chosen

language. For the above reason, the University of Johannesburg considers the selection of one Nguni language and one Sotho language as being acceptable to represent the two language groups. This is also considered more financially feasible than it would be if the institution was to develop all the languages within the Sotho and Nguni groups (UJ 2006:2).

According to the 2011 census statistics of South Africa, for the different language speakers in the Gauteng Province, IsiZulu is the most commonly spoken language in the province with 21.4% speakers, followed by Afrikaans at 12.4%, Sesotho at 13.6%, English at 13.3%, Sepedi at 10.6%, Setswana at 9.1%, IsiXhosa at 6.6%, Xitsonga at 6.6%, IsiNdebele at 3.2%, TshiVenda at 2.3%, SiSwati at 1.4% and other languages at 3.1%. Based on the statistics above, on which the University of Johannesburg's languages plan is based, for the Nguni group, IsiZulu is spoken the most, and in the Sotho group Sepedi is spoken the most spoken.

According to Section 6 of institutional language plan of 2014, the student demographics at the institution are as follows: IsiZulu is the most spoken Nguni language, however, English was the most spoken, followed by Afrikaans, then IsiZulu, Setswana, Sepedi, Sesotho and then isiXhosa. This was back in 2005, and since then, it is safe to say that the student demographics have changed to reflect that the numbers have changed (UJ 2006:5). However, as part of the indigenous language development, the institution offers Sepedi, Sotho, Setswana and isiXhosa as subjects, not however as mediums of instruction. Additionally, with the institution being a former Afrikaans University which was known as the Randse Afrikaans Universiteit, the University of Johannesburg indicates in the institutional plan that, taking into consideration the recommendations of the Gerwel Report, the institution therefore supports the retention of Afrikaans in the institution so that the language does not disappear (UJ 2006:4).

The issue of financial implications in the development of African languages is one of the continuous barriers in the advancement of the indigenous languages at institutions. As such, Section 10 of the UJ's language plan indicates that the development of indigenous languages is going to be a financially exhausting exercise, and even though the government has indicated that it will be rendering support to the institutions, the institution maintains that this is not going to be enough and the institution cannot only depend on this support. Therefore, to cut out the financial constraints that this will bring, the institution is only going to select one African language for development, or if possible, two. Another constraint as mentioned in the plan, is the capacity. According to point 8 of the institutional plan, the availability of the necessary expertise at the institution is dire. This is something that is likely

to cause problems for the institution because a lack of capable personnel to ensure the development of the languages means that there is no way of ensuring quality and sustainability (UJ 2006:6).

As previously mentioned, the institution will also take into consideration the recommendations of the provincial legislature which recognises Afrikaans, English, IsiZulu and Sepedi as the official languages of the Province, and these are the same ones which the Pan South African Language Board recognises as part of the provincial language plan. As a result, the institution chose IsiZulu and Sepedi for development as indigenous languages and for other academic purposes at the institution. According to section 11 of the plan, these languages will function alongside English and Afrikaans. The plan does however, go on to indicate that it will be developing Sepedi, even though the statistics show that there are more Sothos in the Gauteng Province and more Setswana speakers at the institution. However, due to the Ndebele Report, PanSALB and the legislature's provincial language plan, the institution has to develop Sepedi (UJ 2006:7).

According to Section 6.2.1 of the UJ language policy, the institution's chosen medium of instruction is English, which the institution chose as the one that will be used in all the courses that are offered by the institution. Section 6.2.2 further indicates that the institution will ensure that there is study material available for the students to ensure that teaching and learning is effective (UJ 2006:5). The institution also chose the use of English for other functions, such as internal governance, administration, marketing, as well institutional communication, both internally and externally. In Section 6.3.2 of the institutional language policy, the UJ will promote the use of Sesotho, isiZulu and Afrikaans for the abovementioned purposes, but the institution indicates that this will be guided by practicability and taking into consideration the targeted audience, the availability of human resources and other required resources (UJ 2006:5).

The institution contends in Section 6.3.3 of the language policy that it will ensure that the use of English does not serve as a barrier to participation in institutional matters for those who are not English speaking. The institution further elaborates on this on Section 6.6 of the institutional language policy by indicating the measures that the institution will have in place for the students who are non-English speaking. This will be done to ensure that they have the same opportunities and potential for levels of success as those that are native English speakers. The measures that the institution has in place for students that are non-English speaking according to Section 6.6.1 are: the institution will make sure that basic information about the module such as the lecture times and tests times are communicated in the other

three languages of the institution; and in Section 6.6.2 academic records and other administrative information will also be available in the other three languages (UJ 2006:6).

4.5.2 The North-West University's Language Plan

NWU's language plan was adopted in 2012, the same year that the institution adopted its language policy. NWU defines its language policy as a functional policy. Section 5.1 of the policy defines a functional multilingual policy as one that is flexible, and one in which the manner in which it is implemented depends on the context in which it is being implemented (NWU 2012:2). Section 9 of the language plan outlines the domains within which the policy is applied. There are five in total. According to Section 9.1, the first of these domains is teaching and learning and assessments. Section 9.1.1.1 states that the principle of access and success is one of the founding principles of the policy, and states that this is why the institution adopted a functional language policy which will be implemented accordingly at each of the university's campuses. The second principle in Section 9.1.1.2 states that the policy is determined by the demographics and language preferences within a particular institution (NWU 2012:2).

In terms of the development of languages that the institution does not utilise as mediums of instruction, Section 9.1.2.1 of the plan states that even though the institution considers English and Afrikaans as the primary mediums of instruction, the institution will still implement the use of Setswana and Sesotho for the purposes of teaching and learning, will monitor the progress and will report to the institutional management on the progress made. In addition, according to Section 9.1.2.2 of the plan, each of the campuses employ different modes in which the languages are used. The modes include single medium, parallel and dual medium teaching, and offering educational interpreting services to staff and students who require interpretation (NWU 2012:2).

The second domain is the languages for administration, work and the university's linguistic landscape. Section 9.2.1.1 of the plan states that the institution is considerate of the different language realities of the institution's broader community, and the language preferences of both internal and external stakeholders, which will be addressed by the functional multilingualism approach of the policy. In determining the language for communication, both internally and externally, the institution will take into consideration the context of communication, the purpose for that communication and the language needs as well as language proficiency of those communicating. For corporate communication however, this

will be done in a professional manner and the medium of instruction according to Section 9.2.2.2 will be English, Afrikaans and Setswana (NWU 2012:4)

According to Section 9.3 of the plan, the third domain is that of research and development. Section 9.3.1.1 indicates that the institution takes pride in the quality of the research that it produces which is internationally recognised. The institution further encourages its researchers to publish their research findings in mediums that are easily accessible to their peers, wherever they may be in the world. Section 9.3.1.2 does however indicate that it is up to the individual researcher to decide the language in which they choose to publish their work. The fourth domain is that of organised student life and language support for work preparation. Section 9.4.1 states that the institution views the diverse students it has as a national asset, and as such, will ensure that it provides them with the necessary language support to help them enter the professional space (NWU 2012:8).

Section 9.4.4 states that the different campuses will use different languages, depending on the location as previously mentioned. At the Mahikeng Campus, English will be the primary medium of instruction. Code switching (alternating between two or more languages) to Setswana could be employed to enhance understanding, as long as lecturers switch back to English so that those who are not Setswana speaking do not feel excluded. At the Potchefstroom Campus however, Afrikaans is the primary language of instruction that the institution adopts. Where possible, study support material will also be provided in English. The institution also has available the Educational Interpreting Service to assist students with the use of Afrikaans. Students will be informed about the availability of this service during registration to the institution. At the Vaal Triangle Campus English is the primary medium, however, Sesotho and Setswana are also catered for as the institution continues to explore ways in which multilingualism can be developed and promoted (NWU 2012:8).

The final domain is language acquisition and improvement, as well as quality of language usage. Section 9.5.2 of the plan indicates that the institution encourages the students and staff to broaden their multilingual skills, so they are able to function accordingly, depending on the different settings of the institution. As such, support will be provided to assist them in this regard and they are encouraged to enrol in courses that will help them with multilingualism (NWU 2012:9).

4.5.3 The University of KwaZulu-Natal's Language Plan

The purpose of the implementation plan of the University of Kwa-Zulu-Nata (UKZN) is to set out practical plans on how the institution plans to implement the policy. Unlike other

institutions, UKZN has divided this according to different phases, and the plan, on which the study is based, is in the first phase which will last until 2018. This is when the period will also be due for review and potential revision, which will have an impact on the second implementation phase which will begin from 2019 until 2029.

In terms of Phase One deliveries, the institutional language plan of UKZN the following are institutional targets regarding languages (UKZN 2006:1):

- Section 1.1 requires the institution to conduct an isiZulu language audit, and identify staff members within the institution that are bilingual, in order to ensure that the institution has the needed human resources to execute its plans with regard to the development of isiZulu;
- In Section 1.2 the institution plans to actually develop the isiZulu language and this will be led by the College of Humanities;
- Section 1.3 of the plan states that the heads of academic and administrative disciplines will bear the responsibility for their staff members to contribute and work in line with the implementation plan; and
- Section 1.4 states that the institution intends to support staff members who have any contact with isiZulu speaking students, by paying their tuition fees to take courses to enhance their proficiency in the language at the institution, or at other institutions, and release the staff members when necessary to attend such training.

The institution intends to offer quality service to the broader university community and also to display its commitment towards the development of languages. As such, Section 3.1 of the language plan indicates that, according to the 2008 target, the institution intends to ensure that all communication with the public is conducted in the language that the members of the public will understand. Telephone enquiries will be addressed in either isiZulu or in English, the choice will be given to the caller. Written enquiries will be written in the language in which they are sent to the institution, and during graduation ceremonies at the institution, both languages will be utilised. Where necessary, the institution will utilise interpretive services when the other language is being used, in order to cater for those that do not understand (UKZN 2006:2).

Section 4 of the language plan indicates that the institution will ensure that official publications are bilingual or that there are versions in both languages. This will however be influenced by the target audience. To ensure that the institution is regarded as a bilingual

institution by the public, in Section 5 of the plan, the institution aims to ensure that its name, logo and corporate identity information are in English as well as in isiZulu. Additionally, when releasing press statements and public notices, the institution commits to doing this in both languages. The target for this was 2008 and the institution has managed to achieve this. The institution will make sure that all the communication including vacancy advertisements, student recruitments, marketing, the institution's website and press releases, are all in both languages.

Though the institution commits to the development of isiZulu as a medium of instruction, it is realistic that the institution cannot achieve all that within a short space of time. As such, Section 6 of the language plan of the institution indicates that the main focus of the first phase (2008-2018) is to continue with the use of English as the primary medium of instruction. However continuous development of isiZulu will be in place for it to be used as a medium of instruction as well. During this first phase, the institution will make available all the resources to both the students and staff members, in order to assist them with their skills for both English and isiZulu (UKZN 2006:3).

Section 7 of the language plan indicates that the institution will employ different means over the years to ensure that isiZulu is developed as a medium of instruction gradually. This section details all the specific actions that the institution employs in making that policy a reality. Some of these include employing language tutors, collaborating with other institutions in the province to provide material, creating an awareness of the study of isiZulu, make it appealing to the audience, creating and maintaining the terminology database, and many other actions (UKZN 2012:7).

Section 7 of the language plan shows that the institution has given extensive consideration to how it will implement its plans, and by when to execute certain actions. In addition, to support students whose home language is isiZulu, the institution will ensure that if the students wish, they will be allocated an isiZulu speaking tutor, subject to availability, to assist them in the language that they understand. Students will be given a platform to speak in isiZulu when they require any other support from staff, on academic and personal issues. As part of developing isiZulu as a medium of instruction, Section 7.5 indicates that the institution targets 2013 as the year where students will have a choice of writing their assessments in either isiZulu or in English, regardless of the medium in which they were taught. The institution has not achieved this target (UKZN 2012:6).

In ensuring that this language plan is implemented, according to Section 8 of the plan, the institution will provide a language planning facilitator within each faculty, who will be responsible for co-ordinating the day-to-day implementation. As mentioned, support is essential, especially financial support to ensure that the plans and policies are implemented. As such, Section 9 of the plan indicates that for successful implementation of this plan, the institution requires an adequate budget. The institutional executive according to Section 9.1, will make available the financial and human resources required for this, and resources for students and staff to assist them with matters relating to languages and language development (UKZN 2012:8).

The LPHE, 2002 makes it compulsory for all institutions to have their own institutional language policies. However, it is up to each individual institution to decide how it plans to manage the policy at the institutional level. The management of the institutional policies differ from one institution to the other. The management style of each of the institutions will be discussed below.

4.6 MANAGEMENT OF THE LANGUAGE POLICY AT INSTITUTIONAL LEVEL

The management of the language policies is assigned to different units at an institution.

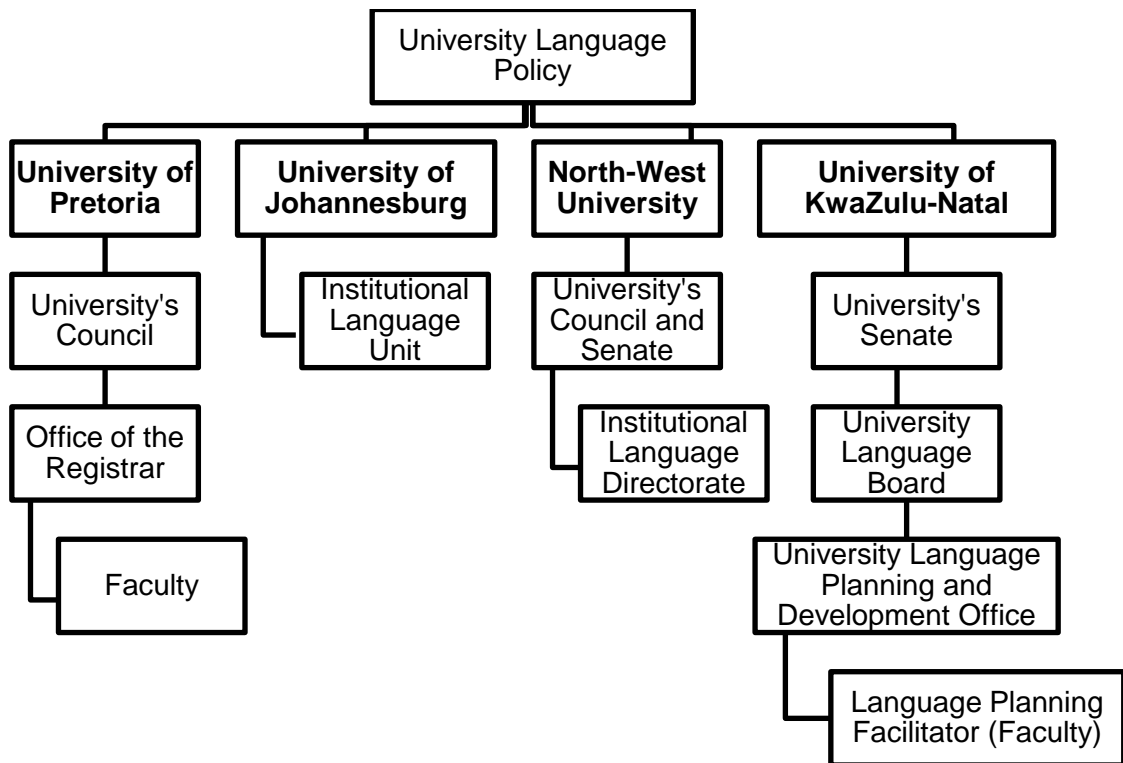


Figure 4.1 Institutional Management of the Language Policies (Author’s own adaptation from HEI’s Language Policies and Plans)

Section 7 of the North-West University’s language policy outlines the different divisions within the institution that are responsible for the issues relating to the languages at the institution and its implementation. According to Section 7.1 of the North-West University’s institutional policy, the University’s Council and the senate are responsible for governance, with regard to the policy and the implementation plan, the management of the resourcing, coordination and the implementation of the policy across the institution, as well as the monitoring of the policy. However, according to Section 7.2, the institution also has the Institutional Language Directorate, which is responsible for functions such as a facilitating structure which enables the institution to manage the identified languages in a practical, systematic and a sustainable manner, and also to ensure that language policy related issues are equitably coordinated across the university community. Any other matters of concern, such as complaints, are lodged with the Directorate and addressed to the Director (NWU 2012:3).

According to De la Rey (2016) with the developments at the University, UP’s management is preparing an implementation plan which will address how the institution implements the language policy and how it will develop Sepedi as another scientific language to be used at the institution. According to Section 4.15 of the University of Pretoria’s language policy, the Registrar is the person that is in charge of overseeing the language policy implementation

and is responsible for all the other decisions which relate to the university's language policy. The Registrar has to annually report to the University's Council with regards to the implementation of the policy (UP 2010:3).

According to the Language Unit of UJ (2012:2), it is responsible for overseeing the management and implementation of the language policy at the institution. The Unit offers services which include translation, language auditing and interpretation, as well as all matters relating to languages at the institution. In addition this Unit is responsible for drafting a strategy and driving policy implementation at the institution, as well as ensuring that faculties, divisions, departments and other structures of the University adhere to the national and institutional policies. Some of the tasks for which the unit is responsible are providing guidance and support in terms of coordinating language training programmes, creating language research committees through collaboration with language departments, interacting and cooperating with other language bodies in the country, and making sure that there is language awareness at the university (UJ 2012:2).

University of KwaZulu-Natal (2016) the management of the policy is vested with the University Language Board, which is a subcommittee of the University's Senate. The Senate's main responsibility is to formulate, implement, monitor and evaluate the institution's language policy, as well as the language plan. However, to deal with the day-to-day issues relating to policy implementation and language development, the University Language Planning and Development Office was created. This is a permanent Office that is responsible for the operational issues relating to language (UKZN 2016).

Both the Language Board and the Language Planning and Development Office are under the University Teaching and Learning Portfolio of the institution. This Office's vision is to be at the centre of the promotion and development of isiZulu as a scientific language and as a medium of instruction in education. The office's mission is to achieve for isiZulu what English has achieved, in order to create a bilingual environment. Services rendered by the University Language Planning and Development Office include developing terminology, corpus development, human-language technology development and language planning and development public liaison (UKZN 2016).

From the above, in relation to the study, it can be deduced that the selected HEIs for this study do comply with the clauses of the LPHE, 2002 in terms of having formulated their own language policies and plans except for UP which does not have a language implementation plan. All the institution have language policies in which all state that they intend on

promoting multilingualism and develop their chose African languages. From the above, a detailed plan seems to be the best way to implement their language policies and the LPHE, 2002. Institutions such as UKZN and NWU provide well detailed implementation plans which seem to be an indication of a clear direction that they intend to take in terms of language use and development. UKZN's language plan has phases in terms of what the institution plans to do and when does it plan to do it. NWU's language policy also reflects that the institution has detailed plan in-terms of policy implementation per institution considering the fact the institution has campus in different provinces and its approach of a functional multilingual policy. Clear reporting lines within the institutions in terms of the management of policy also seem to have an influence in terms of how the policies are implemented.

4.7 CONCLUSION

This chapter demonstrated how the different settings of the different institutions play a role in how the institution responds to policy issues, as does the history of the institution. The setting, which includes the location and demographics, also influences attitudes within institutions in terms of how they implement their policy and how they draft their implementation plan. This chapter illustrated that institutions in the country see the need to develop indigenous languages and to implement the language policy. The way that they respond to language issues does differ, and that demonstrates the political will that the institution has.

The national policy requires that institutions have their own language policies. However, the commitment to this is not the same at each of the institutions. Some do it merely to comply and some, such as the University of KwaZulu-Natal, have practical plans which show exactly how the institution plans to deal with language matters. Some institutions still choose to remain vague. What seems to be present and common in their plans, is that the entire institution claims to be providing support to students who are mainly African, according to the statistics provided above. This is to help them develop language skills for the institutional medium of instruction, which is either English or Afrikaans in all institutions.

The institutional location of the management of the language policies also plays a role in how well an institution does in terms of implementation. This also has an impact on the languages policies that each institution formulates. The chapter has been able to demonstrate that with some, the language divisions are able to function independently, even though they still need to report to management. However, in some institutions, there is no clear direction in terms of policy management, with institutions such as the University of

Pretoria leaving much of the implementation responsibility to the faculties. A conclusion can be drawn from this that lacks of these permanent structures to successful manage and monitor the implementation of the policies has a negative effect in terms of the policy being successfully implementation. An illustration of the reporting lines in terms of institutional language policies was also provided. What this means therefore is that there is a direct relationship between institutional language management structures and the clear direction in terms of the implementation of the policies and the plan. Additionally, the establishment of clear reporting lines is important in terms of accountability.

The following chapter will focus on data collected during interviews, as well as the analysis of that data, in order to understand research findings and to ascertain whether the research questions developed in Chapter One have been answered.

CHAPTER FIVE

PRESENTATION OF DATA ANALYSIS AND RESEARCH FINDINGS

5.1. INTRODUCTION

The previous chapter focused on the case studies of the research, namely the University of Pretoria, North-West University, the University of Kwa-Zulu Natal and the University of Johannesburg. The chapter was able to demonstrate that the composition of institutions has an influence on how it views and reacts to the issues relating to languages. It demonstrated how that has an influence on the way policy is implemented and how languages are developed. This ultimately plays a role on how successful an institution becomes.

Chapter Three focused on two of the data collection methods for this study: document analysis and case studies. This chapter is going to focus on the last method that was chosen to collect data, namely the interviews. It is the hope that with the interviews, questions can be asked directly to the relevant sources, instead of studying only the institutions. It was important that the key people involved in language issues at different institutions be interviewed, and therefore interviews were conducted with representatives of the Department of Higher Education and Training, the Pan South African Language Board and all the universities which were included as case studies.

5.2. RESEARCH METHODOLOGY

This study is a qualitative study as previously stated. As discussed in Chapter One, the adopted data collection methods were qualitative data collection methods and these included interviews, as well as secondary sources. Case studies were utilised for this study as part of the qualitative research design. According to Babbie (2010:25) qualitative data is richer in meaning and is much more detailed, compared to quantitative data. This is one of the main reasons a qualitative approach was adopted for this study instead of a quantitative approach. Maree (2011:4) contends that qualitative research methods are those that focus on individuals and groups and try to understand how they view and understand the meaning of their experiences, based on their environment.

In trying to understand how individuals comprehend the meaning of their experiences, it is important to take the environment in question into consideration, as it potentially has an influence on their views. The environment is important in a qualitative study because subjects are studied in their real-life situation especially when methods such as the

ethnography are utilised (Sutton and Austin 2015: 226). For this study, it was important to take into consideration that higher education institutions are not the same, their experiences are different, and to consider that these may have an influence in terms of how they each approach the implementation of the of the Language Policy for Higher Education, 2002.

To outline the point made above, different institutions which have different characteristics as discussed in Chapter One were selected for the case studies. The institutions in the study are the University of Pretoria, the University of Johannesburg, the University of Kwa-Zulu Natal as well as North-West University. These institutions are located in geographically different locations, their student population is different, their language policies differ and they all have different historical contexts, which influence how their policies are being implemented.

To get the views of those who are deemed as important in order to understand how the policy is being implemented, it was therefore necessary that sampling be done. The sampling method that was adopted for this study is a purposive sampling method. According to Maree (2008:172), it is important that sampling be done in a way that would make it easy to generalise the results to the population. Owing to the fact that South Africa currently has 26 HEIs spread across 9 provinces, it would have proved time consuming to do a study that would include all of them. It was for this reason that purposive sampling was adopted for this study.

Maree (2011:178) defines purposive sampling as the type of sampling that is done with a specific purpose in mind. The purpose of this study is to uncover how the Language Policy for Higher Education of 2002 is being implemented, the challenges in implementing it and how indigenous languages are being developed in line with the policy, so that they can be used as mediums of instruction. For this reason, the representatives of all the selected institutions, the Department of Higher Education and the Pan South African Language Board were selected specifically because of what it was deemed they could add to the study, as well as their ability to answer the research questions.

At the University of Pretoria, a language policy task team member was interviewed, at the University of Johannesburg a member of the language office was interviewed, at the North-West University the respondent was from the language division and finally at the University of Kwa-Zulu Natal, the respondent was from the language division. Though the respondents were from different institutions with different characteristics, they were still asked the same questions, in order to further discover the different experiences that they have had with the

policy. The interview questions were therefore standardised and open ended. According to Valenzuela and Shrivastara (2008:4) when this type of interview is utilised, same questions are asked to all interviews and through this approach, interviews are facilitated faster and that can be more easily analysed and compared.

5.3. PRESENTATION OF DATA ANALYSIS AND STUDY FINDINGS

Babbie (2010:387) defines qualitative analysis as the non-numerical examination and interpretation of the observations, for the purpose of uncovering the meaning, as well as the patterns of relationships. This step takes place once the researcher has completed the data collection step, and seeks to make sense of the data that has been collected. As mentioned above, qualitative data collection methods were used and these were interviews and case studies. For the purpose of this, the method used for data analysis is qualitative content analysis. According to (Schreier 2012:1) qualitative data analysis is a method of describing the meaning of qualitative data in a systematic way. This is done through assigning parts of your data into categories of your own frame. According to Bengtsson (2016:8) during the process of content analysis, it is important that the researcher adheres to a qualitative perspective, and the main issue is to achieve the rigor and credibility that make the results as trustworthy as possible. Using this method, data collected during interviews will be analysed and questions asked will be presented as subheadings. Additionally, data will be analysed using the 5C protocols.

5.3.1 Higher education institutions

The following analysis is of the data that was collected from the University of Pretoria, the University of Johannesburg, the University of KwaZulu-Natal and North-West University. Not all the questions asked to the other three respondents were asked to the respondent from UP, in the interest of the respondent being a member of the institutional language policy task team. To help identify the respondents from the different institutions, all have been assigned names. The respondent from the University of Pretoria will be referred to as RESUP, one from North-West University as RESNWU and one from the University of KwaZulu-Natal as RESUKZN.

5.3.1.1 Challenges facing the university when it comes to implementing the language policy

The respondents from each of the universities were asked this question, in order to ascertain whether the institutions were having any challenges at all in implementing the language policy and if so, what the challenges were and whether these challenges were similar in all

the institutions or not. According to RESUP (2017) there are three main challenges at the institution in terms of implementation. The first is that the University is home to diverse students. As much as the institutional language policy states that Sepedi is the institution's official African language, which is considered as the third official language of the institution, not much development is visible because the language does not necessarily represent the actual student demographics. The Limpopo Province, which has the most Pedi speaking people in South Africa, is a neighbour to Pretoria, which would explain why the University of Pretoria was assigned Sepedi as the official indigenous language to be developed. That however, does not make it the only dominant language in terms of speakers at the institution.

RESUP (2017) maintained that this makes it harder for the institution to properly implement the policy and to develop an indigenous language to be established as a language to be used as a medium of instruction in the near future. Adding to that, the student demographics change all the time, and for the institution to commit to one African language to develop is a difficult task, and one to which it is hard to commit.

The second challenge, as identified by RESUP (2017), is that there is a lack of proper financial planning at the University. The R indicated that, to properly implement the policy and to appropriately develop an indigenous language, the institution needs to set aside funds to do so, because it requires financial investment. It was revealed that the institution did not have a proper budget to execute the task of developing an African language, and also to properly implement the policy. This was also highlighted by the RESUP (2017) revelation that sometimes the language department at the institution comes up with strategies that are beneficial for the institution, however the lack of funds usually means that those strategies never come to fruition.

The final challenge mentioned by RESUP (2017) is that there is a lack of visibility from the language speakers themselves. RESUP (2017) indicated that the language speakers need to be in the forefront in the fight for the development and use of their languages, however, because that is not happening, the institution is less likely to prioritise it if there is no pressure coming from those whom this could be affecting the most. RESUP (2017) further indicated that when the people who are champions for African languages are not necessarily black, this creates a lack of legitimacy.

At UJ the situation was presented differently to that of the UP. The RESUJ (2017) that at UJ, progress has regressed. There was a time where UJ spearheaded the development of

African languages at universities in the country and the implementation of the policy was going well. However, over the years progress has slowly been disappearing. One of the biggest challenges, as indicated by the RESUJ (2017) is that the language unit which is responsible for the implementation of the language policy, as well as seeing to it that African languages are being developed, no longer functions as it did before. It has now been moved down to faculty level.

RESUJ (2017) indicated that initially, the language unit at the institution functioned independently and was an independent wing of the institution. However, it reported directly to the executive, but since it has been assigned to function under the Faculty of Humanities, that means it no longer has as much authority as it did before. This has had the result of causing decisions in terms of the policy implementation and the development of African languages to stall, and there is a lack of direction in terms of where it will go in future.

According to RESUJ (2017) the second challenge faced by UJ is that the institution is all for simplicity and practicability. UJ has favoured practicability over the national agenda of multilingualism, because practicability means less work, is easier and is much cheaper. According to RESUJ (2017) the institution has fallen into the trap of English being the dominant language of the country. As such, the institution is now functioning under the impression that their students and staff are in agreement with the use of English as the only language of tuition. As they are not complaining, there is no need to try and change this. RESUJ (2017) referred to this as the “if it is not broken do not fix it mentality”. The institutional leadership does not see the need to change something if there are no calls for them to change anything.

At the NWU the situation also seems to be different. The University of North-West which has one former Afrikaans only campus former where historically on that particular campus tuition was offered only in Afrikaans. However, over time, with the amalgamation with other institutions, this changed and the use of English was used, which now means that the official languages of tuition in the North-West University are both English and Afrikaans. What seems to be a challenge, according to RESNWU (2017), is that the University has campuses in two provinces, unlike many other universities in South Africa. Furthermore, the dominant indigenous languages in these provinces are different. At the Vaal Triangle Campus which is located in the Gauteng Province, the dominant language is Sesotho, whereas in the Mahikeng Campus and Potchefstroom Campus, located in the North-West Province, the dominant language is Setswana.

What this means is that the institution carries more responsibility compared to other institutions, because it is responsible for the development of two languages. Even though this has been happening, it does come with challenges for the institution. RESNWU (2017) indicated that at the North-West University, they had to develop what they refer to as a functional language policy, which means that the institution's official languages are English and Afrikaans. Therefore the way that this policy is implemented differs from campus to campus. At the Vaal Triangle Campus, tuition is offered in both English and Afrikaans, and there is development and some use of Sesotho and Setswana, whereas at the Mafikeng Campus, tuition is only officially offered in English and there is little use of Setswana.

UKZN was the only institution that seemed to face little or no challenges in its quest of implementing the language policy. RESUKZN was asked about the challenges that the institution was facing, and confirmed that they, in comparison to all the other institutions in South Africa, are doing very well in terms of implementing their policy, as well as in the development of IsiZulu in the institution. RESUKZN (2017) indicated that at the University of KwaZulu-Natal, the policy was approved by the institutional council in 2014 and has since been successfully implemented.

Furthermore, contributing to the successful implementation of the policy has been the institutional language implementation plan, which was also approved by council in 2014. According to RESUKZN (2017) the plan sets out the strategies of the institution in terms of how the policy will be implemented, and how and when the target for each planned deliverable should be achieved. RESUKZN (2017) added that much of the successful implementation of the language is also due to the establishment of the university language board, which has the responsibility to monitor and evaluate the progress of implementation of the language policy of UKZN. In addition, RESUKZN (2017) revealed that UKZN has a University Language Planning and Developed Office, which is a permanent office unlike the University Language Board, which only sits quarterly. The Language Planning and Development Office has permanent staff members whose responsibility is to see to the implementation of the policy and the development of IsiZulu.

5.3.2 Government support to ensure that the mandate of the policy is achieved

The institutional representatives were also asked if they deemed the governmental support enough for them to be able to properly implement the policy, as well as to develop African languages for academic use and for them to be a medium of instruction. RESUJ (2017) from the language unit at the UJ stated that the government's support is not sufficient, and is

close to nothing. He used the term that they are merely “mouthing” it. RESUJ (2017) further revealed that institutions are now using this lack of support from the government as an excuse to not do enough in terms of language development and policy implementation in their institutions.

At the NWU the situation seems to be the same. According to RESNWU (2017), the support that the government offers to the institution is not something that is visible. The respondent divulged that the only support that the government offers occurs when they receive and approve institutional language policies, plans and implementation guidelines. That is where the support ends. RESNWU (2017), further indicated that when the university was formed after the merger in 2004, there was a lot of financial support for the development of the curriculum, however this was from the institution’s own funding and none of it was made available for languages.

RESUKZN (2017) indicated that the support that they have is mostly internal, and that much of the progress that they have made as an institution is directly linked to the support that they are getting from the institution’s executive. RESUKZN (2017) further maintained that it is to be expected for an institutional drive toward the development of an indigenous language to be challenged from different spheres, because this is an act which disturbs the norm. To properly deal with this, UKZN has made sure that it does not only have support from the government, but it also formed synergies with other stakeholders such as the languages bodies in KZN, the Department of Arts and Culture and many others. RESUKZN (2017) confirmed that the department offers support in different ways, such as engaging with the institutions at different levels, as far as languages are concerned. A member of the UKZN Language Unit was appointed by the Minister of Higher Education and Training to serve on the African Languages Task Team that advises the minister on issues of language policy implementation, as well as the development of African languages in institutions of South Africa.

5.3.3 HEI strategies for the development of indigenous languages

According to RESUJ, the UJ is not doing so well in terms of having strategies to develop the African languages and, because they have regressed, much of the emphasis is now back on English above everything else. This is mainly due to the fact that the institution does not have a language policy implementation structure in place, in order to ensure that there is progress as far as languages are concerned.

At NWU the RESNWU (2017) stated that the institution decided to take the practical approach in terms of their strategies in developing indigenous languages. According RESNWU (2017), the institution has made sure that they develop study material in Setswana, and make available interpretation services for students. RESNWU (2017) also explained that the institution has made study bursaries available, and part of the bursary agreement is that the students need to take Setswana as a subject. Much of the work has been done at the Mahikeng Campus and the Potchefstroom Campus. Not much has been happening at the Vaal Triangle Campus. However, RESNWU (2017) indicated that at the Vaal Triangle Campus, students are allowed to ask questions during a class in either Sesotho or in Afrikaans if they choose, and they will be assisted.

According to RESNWU (2017) institution is currently in the process of reviewing their language policy, and the plan is to move away from it being needs driven (functional language) because that approach is more of a reactive approach. RESNWU (2017) explained that the plan is to have a proactive language policy. The institutional language policy is now going to be referred to as a trilingual policy, and will be adjusted according to the three campuses of the institution.

The RESUKZN (2017) indicated that the institution had a lot of strategies in place to ensure the development of IsiZulu at their institution. RESUKZN (2017) explained that the institution's main objective in terms of indigenous language development is to achieve for isiZulu what the institution has been able to achieve for English over the years. RESUKZN (2017) related that this mission is met with a lot of scepticism, because there is still a general belief that English is the only academic and business language. RESUKZN (2017) revealed that at UKZN they have established a terminology development programme, which they are developing for all disciplines offered at the institution, to ensure that there is isiZulu terminology available for all the academic disciplines.

RESUKZN (2017) maintained that the institution has gone further than just developing the terminology, but is taking advantage of the technology that the current era presents. The respondent refers to this as linguistic terminology. RESUKZN (2017) explained that they do this to ensure that the developed terms are used and are easily accessible. Additionally, UKZN was said to be launching a mobile application which they will be calling "Zulu Lexicon", which will be compatible with android and Apple devices. Users of this application will be able to access all the Zulu terms which have been standardised for each discipline. The university was able to launch the application on the 8th of November 2016 and it can

now be accessed from the Apple Application Store for Apple products and on Google Play for other android devices.

To ensure that the developed terms are standardised, RESUKZN (2017) explained that UKZN consults with the language board which is a subcommittee of PanSALB, and then they are taken for standardisation by Umzukazi. RESUKZN (2017) indicated that UKZN is on the quest to intellectualise isiZulu, and one of the other strategies that they have in place to make sure of this is to create a national isiZulu corpus. The institution has already made headway in the development of an isiZulu spell checker to further elevate the level of isiZulu and to intellectualise it.

5.3.4 HEIs compliance with the provisions of the LPHE, 2002

Based on the positions that the respondents revealed at their institutions, they were asked if they believed that their institutions complied with the policy. RESUJ (2017) said that on paper, one could say that the institution is complying, because it has a language policy and plan which is approved by the department. However, if one were to really investigate further, the level of compliance does not go further than on paper. RESUJ (2017) indicated that the institution has leverage, because it can say that the policies and the plan are in place. However, because of a lack of financial resources it is hard to implement and comply with the policy, therefore removing the blame from the institution.

RESUJ's answer came from the requirement of the policy that the institutions need to have their language policies and plans in place, which the Department of Higher Education and Training has to approve. All higher education institutions in terms of the LPHE, would qualify, because they have those policies and plans in place. Adding to that notion was the RESNWU (2017), who indicated that they use the LPHE as guidance and that their guiding principles are that of language not being a barrier to access and success as is spelled out in the LPHE. Additionally, RESNWU (2017) confirmed that their individual policy has to go through the organisational hierarchy until it reaches the university's council, before it is submitted to the Department of Higher Education and Training. The fact that the policy has been approved by the Department of Higher Education and Training is an indication of their compliance with the national policy.

The same applies for UKZN. The RESKZN (2017) indicated that their institution complies with the policy and that the institution is doing everything possible to ensure that the policy is

being implemented and that they are able to develop isiZulu. This will ensure that no student is denied access to the institution because of the languages being used at the institution.

At the UP the RESUP (2017) indicated that they do not consider the institution as complying with the LPHE. Like the RESUJ, RESUP (2017) explained that on paper the institution seems to meet all the LPHE requirements, but because the institution has not made notable advances in the development of Sepedi, which means that it does not comply. According to RESUP (2017) currently, the institution has not done much to ensure that non-English and non-Afrikaans speaking students are catered for when it comes to language use, which thus potentially has an influence on their success.

5.3.5 The necessary policy implementation steps for the policy to achieve its mandate

Due to the fact that the institutions of higher education are not the same and the challenges that they face differ, it is to be expected that there will be differences in terms of any remedial route or any direction that the institution deems necessary to ensure that the institution achieves what the LPHE mandates. When asking the respondent from the UJ what they deemed as the necessary steps to ensure the fulfilment of the policy, the RESUJ (2017) indicated that UJ needs a language implementation structure. RESUJ (2017) stated that initially, the location of the language unit was correct and strategic, making it more of a special project of the Vice Chancellor. RESUJ (2017) explained that this is because the university was new and was a result of a merger of three other institutions. Furthermore, the unit served on the institutional senate, which means that they were at the forefront of decision making in the institution, more importantly as far as languages were concerned.

Moving the unit to a department level within the Faculty of Humanities has made things difficult and has resulted in a disregard of the rules and plans of the unit by some of the university's academic staff. Some of this is due to the fact that the unit, where it currently resides, does not hold any power as it previously did, which came with it being part of the university's executive. RESNWU (2017) indicated that they deemed the review of their policy, with which they are currently busy, as an important step in ensuring the full implementation of the policy and development of African languages. A functional language policy is not sustainable, whereas a move to have a triangular language policy would serve the instruction and the student's best. A clear implementation plan is important. A good policy is important, however, without a proper implementation plan it is useless. Secondly, to implement the policy you need people who will do that.

RESNWU (2017) indicated that having people who are going to implement the policy and people who are knowledgeable regarding the management of languages is important. RESNWU (2017) also stated that one of the most important steps is to move away from advocacy, to getting “hands dirty” and really getting the work done. Additionally, RESNWU (2017) maintained that it is important that as a nation, South Africa harnesses the resources that it has for the betterment of the country. One of those resources is indigenous languages. RESNWU (2017) contended that it is important and will ensure that the majority of South Africans are included in the economy, because statistically the majority of South Africans are not fluent in English. RESNWU (2017) also suggested that the government needs to invest more in the development of African languages and provide an example that the same amount of dedication and investment in terms of financial support made to the Department of Science and Technology, should be made at universities for the development of languages.

According to RESUP (2017), it is important that the institution provides proper financial support in order to appropriately develop Sepedi at the university. Additionally RESUP (2017) stated that the institution needs to establish a permanent unit that will be responsible for the development of African languages. In providing an example, RESUP (2017) indicated that one of the language departments has been working on the development of a terminology bank which has the Sepedi equivalent for academic terms for the different disciplines offered at the university in English and Afrikaans. The work done has been exceptional but the project’s duration is only for three years. The lack of financial support and an official structure at the university means that there is no clear indication of where the work will go after three years is over, and who will be spearheading it.

5.3.6 The success of developing indigenous African languages as medium of instruction

It is important to note that a lot of policies are only good on paper and their implementation is a difficult task. With that point noted, it was important that there be a clear indication from the institution as to whether they deem this policy requirement of the use of African languages as medium of instruction something that could be achieved, or whether it is something that is only attractive on paper. The respondents were therefore asked if they believed that this was possible.

RESUKZN (2017) indicated that at this stage, this is not even a question, because they as an institution have proven that it is possible. The respondent was basing his answer on the fact that at UKZN, the IsiZulu module is compulsory for all first year students and as the respondent revealed, this has been successful. According to Jenvey (2013) as part of its plan, UKZN will have staff and students will learn sufficient isiZulu for verbal academic interaction and write examinations between the periods of 2014-2019. During phase two of the plan which will be a period from 2019 to 2029 their writing skills will be developed in keeping with the university's transformation charter. RESUKZN (2017) did reveal that, as much as the university's success is due to hard work, it cannot be denied that the geographical location of the university, as well as the student demographics in terms of their home language, has given the university leverage against all the other universities in South Africa. The respondent confirmed that Kwa-Zulu Natal has the most Zulu speaking residents as well as students. This means that the university is developing a language that is already spoken well by most people in the province, which makes things slightly easier. However, that does not mean that the university can relax.

RESUKZN (2017) further revealed that the institution is not only concerned with the advancement and development of isiZulu, but to further contribute to nation building and social cohesion, they have introduced Sotho lessons at the university's residences. Part of this is the recognition that there are a few Sotho speaking people in the province, therefore, equipping the students with the basic knowledge of other South African languages helps them to be able to relate and be well integrated into other communities, with the completion of their studies in the province. Further attesting to what RESUKZN said, the RESNWU (2017) respondent indicated that he strongly believed that this was possible and a number of institutions in the country have proven that it is so. Such institutions include UKZN, the University of Zululand, the University of Cape Town and the University of Limpopo.

RESNWU (2017) further stated that they as an institution had carried out a project which further demonstrated that this can be done. The institution had a project in which there was collaboration with the Department of Arts and Culture to develop Setswana terminology. Although the project only ran for a period of ten years, according to the respondent, it was a success. Currently on their Potchefstroom Campus, RESNWU (2017) revealed that they are working with the Faculty of Health Sciences to develop terminology in Setswana for the health sciences disciplines.

RESUJ had similar views. RESUJ (2017) indicated that the University of Johannesburg could develop indigenous languages which could be used as a medium of instruction in

parallel to English. RESUJ (2017) stated that this was something that was not farfetched at all. The only barrier to that is that the institution is not interested. RESUJ (2017) that if they had wanted to, they would have done a lot of groundwork at this stage, however, the lack of political will from the institution means that this is not happening and the institution is able to come up with different excuses of why this is impossible. RESUJ (2017) revealed that the history of the institution being a former Afrikaans institution has an influence on how the institution responds to language issues. RESUJ (2017) explained that much of the contestation comes from the people who are the products of that system, making it hard for indigenous languages to be developed.

RESUP (2017) indicated that it is possible to develop indigenous languages and have them as mediums of instruction because the languages have a place in and value to add to education. Though there are costs involved, they are not as high as one would think they might be, especially when one considers the benefits that indigenous language would have for those who are mother tongue speakers. RESUP (2017) again provided an example of UKZN and how they have made great progress, as well as the University of Limpopo, stating that they currently have a degree that students can complete in Sepedi or in English. RESUP (2017) also indicated that in the case of UP, the institution is not doing anything to cater for students who are not English or Afrikaans speaking. RESUP (2017) stated that there is a lot of talk about the development of Sepedi as a medium of instruction, whereas in reality not much is being done. RESUP (2017) maintained that as the language policy of the institution currently stands, there are no clear terms of how this will be achieved.

5.3.7 Benefits of indigenous languages as mediums of instruction in South African higher education

With all the respondents having agreed that indigenous languages can be used as mediums of instruction in higher education, a follow up question was to ask whether that move would be ideal and beneficial to South Africa and its higher education system. RESUJ (2017) indicated that it was more than ideal. RESUJ (2017) maintained that studies have for centuries proven that there are many benefits to that. There is academic proof to indicate that students who are taught in their mother tongue perform better and are in a better position to grasp and understand concepts than they would in a language that is not their mother tongue. However, in the case of UJ, RESUJ (2017) stated that because the focus is much more on English, it is less likely that the institution will go that route anytime soon.

RESUP (2017) also explained that it is important that higher education institutions as well as the government do something about this for the betterment of the South African education system and for the system to yield better results. The majority of South Africans are not fluent in English. Furthermore, the notion that English speakers as well as Afrikaans speakers prefer being taught in their home languages is not the complete truth. According to RESUP (2017) many other South Africans are keen to learn other South African languages, for example, some Afrikaans speaking students prefer being taught in English rather than Afrikaans.

RESUKZN (2017) indicated that a common mistake that a lot of people make is to assume that the development of indigenous languages means the eradication of English. RESUKZN (2017) maintained that it can never be denied that English is a dominant language globally, however, what they are working towards is for the languages to coexist together side by side. RESUKZN (2017) stated that the development and the intellectualisation of African languages is not going to pose any problems, because Africans are inherently multilingual in most African countries. According to RESUKZN (2017), the plan is to increase the cognitive access to information and to increase performance in students. This is achieved better when students are taught in their mother tongue.

One of the biggest problems, according to RESNWU (2017) is that in South Africa, there is a general belief that English guarantees people a better future and most likely employment, not only in the country but anywhere in the world. It is for this reason that most communities have resorted to sending their children to English medium schools, placing the children whose mother tongue is not English at a disadvantage, because there is substantial evidence to prove that those who are taught in their mother tongue are better off in terms of how they conceptualise and how they perform academically.

5.4 THE DEPARTMENT OF HIGHER EDUCATION AND TRAINING AND THE PAN SOUTH AFRICAN LANGUAGE BOARD

The Department of Higher Education and Training (DHET) is the department which is responsible for the management of the policy. Moreover, higher education institutions report to the Department of Higher Education and Training in relation to all the issues of higher education, which also include languages matters. As previously stated, all higher education institutions according to the Language Policy for Higher Education, 2002, are required to submit their institutional language policies and plans to the Department of Higher Education

and Training. It was therefore important that the views of the department be explored in order to discover the department's stance with regard to languages.

In addition, another key stakeholder as far as languages go, is the Pan South Africa Language Board (PanSALB). PanSALB is a language board whose main responsibility is to promote multilingualism in the country, through the development and equal use of the languages. Part of their services include the translation and interpreting of languages, the protection of language rights and mediation where needed, language in education, the standardisation and the development of terminology, promotion of languages through national language bodies and finally the acceleration of the production of dictionaries (PanSALB 2017).

For this study, the Chief Director of the University Policy and Development Support Directorate, which is responsible for higher education policy, was interviewed. From PanSALB, the CEO was interviewed. As above with the institutions, for a logical outline of the interviews, the interview questions will be divided into subheadings. The respondent from DHET will be referred to as RESDHET and the one from PanSALB as RESPanSALB.

5.4.1 The role of the DHET and PanSALB in the implementation of the Language Policy for Higher Education, 2002

RESDHET (2017) indicated that the current policy is in actual fact a framework that was designed to guide higher education institutions on how they should deal with their language issues internally, and how they should design their own language policies. With this background, RESDHET (2017) revealed that the role of the department would then be that of monitoring and evaluating the implementation of the institutional language policies. However, the respondent from the department revealed that what seems to be an issue is the fact that the current policy lacks the monitoring and evaluation aspects which are needed for the department to have an active role in terms of how the policy is being implemented.

RESPanSALB (2017) explained that their main role is to create a platform where all languages can be used, with a special bias towards African languages because they are the ones that are less developed when compared to others. According to RESPanSALB (2017) the board's main aim, based on their new strategic plan, is to locate the languages with the outcomes being the equitable use of languages and to have African languages holding important positions through their use in the critical issues of society, which include the education sector.

One of the other roles that the board plays in higher education according to RESPanSALB (2017) is that they provide advice to higher education institutions with regard to their higher education language policies and how they can better implement their policies, whilst solving any language related issue that the nation may be facing. For example, RESPanSALB (2017) indicated that in 2015, they were approached by UP to offer guidance regarding the language protests which had engulfed the University. The decision on whether the institutions take the advice from the board always lies within the institution, which can choose to use or disregard such advice. This is where the university's autonomy comes in. What this means therefore is that though the DHET and PanSALB have jurisdiction in HEIs, they do not have the authority to dictate what the institutions do, how they do it and when do they do it. Much of their jurisdiction lies within giving direction and suggestions and not final decisions. This may be one of the challenges that exist when it comes to achieving the LPHE, 2002 mandates and in fully complying with the Policy provisions.

5.4.2 The sufficiency of HEI strategies in implementing the policy for the achievement of its objectives

The respondents were asked about the manner in which the policy is being implemented by the institutions and whether the strategies used were sufficient to achieve the mandate of the Language Policy for Higher Education, 2002. According to RESPanSALB (2017) there is little political will and a lot of pretentiousness from the institutions of higher learning, and as such, they are not really doing what the policy requires them to do. What institutions have managed to do, according to the respondent, is to do a lot of window dressing and give a false illusion that they are doing something about the implementation of the policy and the development of the African languages. They have developed their institutional policies, which are approved by the government. Some created units within the institutions that will be overseeing the implementation process. Some were even placed in important positions within the institutions, but that is usually as far as they go and nothing else.

RESDHET (2017) indicated that in terms of meeting the requirements of the policy, institutions seem to be doing well in implementing it. However, on closer inspection, it is safe to say that it is not all good. RESDHET (2017) stated that there is in fact a looming crisis in institutions as far as languages are concerned. The country has seen protests in institutions which include the University of Pretoria, Stellenbosch University, the University of Free State and North-West University, with some of the protests resulting in urgent changes to those institutions' language policies.

Some of these protests have been violent, which further demonstrates the seriousness and the urgency of the issue, and the serious concerns that there are in terms of language use in institutions of higher learning in South Africa (Patta 2016). What is noteworthy in what the respondent mentioned, is that much of the protest action has come from former Afrikaans universities. There seems to be general unhappiness with the fact that many of these institutions still have Afrikaans as one of their mediums of instruction. Protests are coming from those who associate the language with oppression, as well as those who believe that this gives an unfair advantage to Afrikaans students. Another idea is that the continued use of Afrikaans undermines the cohesion attempts that have been happening in the country since 1994. The respondents from both DHET and PanSALB indicated that the current language policies have been met with a lot of challenges from different groups in the community, which further indicates that there are problems.

From the responses given by both the respondents from the DHET and PanSALB, it can be said that though HEIs have strategies in place to implement the policy there is a lot that institutions still need to do in terms of the development of indigenous languages and in ensuring that languages do not act as barriers from access and success in higher education. This therefore potentially signal to the fact that the strategies that are there in most of the institutions are not sufficient and not addressing the unrests that have been occurring in different institutions.

5.4.3 Measures to ensure compliance with the LPHE, 2002

Compliance measures are important to ensure that those who are responsible to implement the policy do so. When the respondents were asked if there are any measures in place to ensure compliance with the policy, RESDHET (2017) indicated that as the policy currently stands, there are no measures in place, because the policy does not have any evaluation and monitoring measures. That means that the department cannot ascertain exactly where there are issues and where there need to be interventions. The respondent further revealed that the monitoring and evaluation part of the policy is currently being explored and supported, through the ministerial African Languages Task Team which has been tasked with the review of the current policy and to advise the minister on language matters in institutions of higher learning. If all goes according to the plan of the department, a newly revised language policy for higher education will include this important element.

RESPanSALB was asked the same question, he explained that it is unfortunate in South Africa that the languages are not given any value from all spheres of government, as well as

in the higher education sector. According to RESPanSALB (2017) much of the contestation with the compliance with the policy is due to the fact that no one sees value in indigenous languages. Indigenous languages are viewed as having no value, no contributions to make to society, the economy and knowledge creation in the country and as such their development is lacking. Therefore developing them and ensuring that those whose mother tongue is English or Afrikaans can still have success and access to higher education, is undermined. RESPanSALB (2017) went further to explain that it is important that languages be promoted through different avenues such as in the media. That way you create the necessary awareness that they are important and that there is a lot that one can do through them.

The above responses represents interesting opinions in that RESPanSALB (2017) states that languages are not developed because their value is not recognised whereas RESDHET (2017) states that it is hard ascertain the compliance with the LPHE, 2002 by the HEIs because there are no tangible measure in place to measure such. Therefore it is hard to ascertain the nature of language compliancy and language development by these HEIs without the necessary evaluation measures.

5.4.4 Hindrances to the development of African languages as mediums of instruction in higher education

When the respondent from PanSALB was asked this question, RESPanSALB (2017) indicated that the problem was much bigger than an institutional problem. It is more of a societal problem, which dates back to colonialism and imperialism, where indigenous languages were ignored and lost their prevalence in communities in favour of colonialist languages. RESPanSALB (2017) said that with the racism that was taking place in those times came an emergence of a different type of discrimination, namely language discrimination. The respondent termed this linguicism. RESPanSALB (2017) defined linguicism as the discrimination against an individual or a group, based on the language they speak. RESPanSALB (2017) explained that this forced people to see the world through the eyes of those who wanted to dominate the world.

What has happened therefore is that in the world, South Africa included, with the European domination, English has become the language in which most nations view and engage with the world. Therefore the respondent went on to say that the biggest hindrance is peoples' minds. Societies need to be reminded of the need and the benefits of using their mother tongue. This change needs to start taking place at governmental institutions as well, in order

to ensure that progress is made. RESPanSALB (2017) provided an example of the South African Government stating that the government is responsible for the laws, acts, policies and many other legal documents in the country. These are usually made available in all languages, however, only the ones written in English are the official documents and are the ones that get signed by the president of the country.

The indication is that until South Africans recognise the importance and the value of languages, universities can implement the policy perfectly and can introduce the use of indigenous languages as mediums of instruction, but that will not yield results that will be beneficial for the country and the institutions of higher learning. As has been seen in many institutions, African language departments are closing down because the numbers of students who are enrolled in their programmes keeps decreasing. This results in a lack of numbers of people who are able to teach these languages. With no qualified personnel, no one is going to teach the languages and their development is going to remain stalled (RESPanSALB 2017).

RESDHET (2017) also indicated that there is a lot of resistance from society in terms of warming up to the idea of being taught in their mother tongue. Again this has much to do with the assumptions around the world and the history of South Africa. Another issue, as indicated by RESDHET (2017), is that the development of indigenous African languages has to start at lower levels of learning. The argument here is that you cannot have a student who was taught in English their whole school life, to then be expected to be taught for example in IsiZulu, once they are in higher education. If this were the case, there would be no demand for indigenous languages to be used as mediums of instruction.

According to RESDHET (2017) that the Department of Basic Education needs to play its part in making sure that the cohort of students that it produces for universities are not disadvantaged when they get to universities. The Department of Basic Education needs to ensure that the students are comfortable to be taught in the languages of instruction of their chosen higher education institutions. What this requires therefore is a partnership between all the parties to make sure that they formulate a strategy that will benefit everyone. These partnerships need to include, the communities, the Department of Basic Education, the Department of Higher Education and Training, the Department of Arts and Culture, higher education institutions, language bodies, and regulative institutions. The involvement of these stakeholders is important in that they will assist in the development of dictionaries, development of language banks in indigenous languages, training of personnel to teach the

languages and the development of policies and other regulations important to ensure the development of indigenous languages at the different levels of education

What can be said based on the above is that the development of indigenous languages cannot be left to higher education level. It is something that needs to start at basic education level and hence the involvement of the Department of Basic Education is important. This makes sense because it will be difficult students to be required to learn in indigenous languages which they are only getting exposed to at tertiary level. That will lead them to gravitate towards English which they would have been exposed to from basic education level.

5.4.5 The importance of developing indigenous languages as mediums of instruction in higher education

As previously mentioned, there is more than enough evidence that supports the use of indigenous languages for their speakers as mediums of instruction, with the most popular benefit being its contribution to the better performance by the students. The South African education system has been faced with challenges of poor performance by learners over the years. Some of the different strategies that the Department of Basic Education introduced included the introduction of Outcomes Based Education in the early 2000s, which came to an end in 2007. Other strategies have seen the government decreasing the matriculation pass mark from 50% to 40% (currently to 33%) for some of the subjects (Lekota and Monama 2012).

The interviewees were both asked if the development of indigenous languages was indeed of importance, or if it was more of an appealing idea. RESPanSALB (2017) indicated that it is actually more than important. One of the significant reasons mentioned is that it gives the necessary value to the languages, and more than that, secondly there is a lot of knowledge within indigenous languages, and the knowledge can only be accessed through them, and not any other languages. The third reason is that the elevation of indigenous languages to mediums of instruction brings pride and a sense of identity, which in turn contributes to the confidence of the language speakers. Often, individuals who are able to speak English or Afrikaans are deemed as being the intelligent ones in the community, whereas if an individual is intelligent but cannot express him/herself in their those languages, their confidence is usually dented, which has a negative impact on how they perform (Bauer 2016). Additionally, according to Matusa (2015:54) one of his respondents of his study

associated the study of indigenous languages as likely to give him employment opportunities.

From the above, it can be said that as much as there is scientific evidence proving the positive contributions that learning in mother tongue offers a student, the historical marginalisation and the historical status of indigenous languages still lingers on. There is a still perception that one cannot be successful through the use of their African indigenous languages and that a person's fluency in English is a reflection of their intelligence. This then makes it difficult for HEIs to develop indigenous languages when language speakers do not see value in them.

5.4.6 The best way forward for the implementation of the policy and ensuring that indigenous languages can be mediums of instruction

Both respondents confirmed that they believed that the development of indigenous African languages to be mediums of instruction and to be used as academic and scientific languages is more than possible. With countries such as China that are prospering without the emphasis on the use of the English language as the only medium of instruction, it is possible that indigenous South African languages can be mediums of instruction as well. One of course needs to take note that the situation in China is different, in that in South Africa, there are eleven official languages which are spread over the nine provinces, with the language demographic numbers differing in each province, whereas in China the official language is Mandarin though there are other ethnic languages with less speakers. The respondents were also asked if they believed that indigenous languages could be developed as mediums of instruction, to which they indicated that they believed that it is possible and can be achieved if all the necessary measures are in place.

RESPanSALB (2017) reported that there is a national call for multilingualism and that resistance does not mean that something should not be done and that other avenues cannot be explored. RESPanSALB (2017) indicated that there is often an argument that doing so is impossible. However many countries around the world are proof that this is not true and that it is achievable with the right resources and dedication. RESPanSALB (2017) maintained that this has not happened in South Africa simply because the institutions and the government are not interested.

Secondly RESPanSALB (2017) confirmed that there have to be formal structures within the institutions where language issues will be dealt with, and finally there has to be political will within the institution so that all the necessary steps are taken to ensure that languages

are developed. RESDHET (2017) had similar views and indicated that it is about time that South Africa moves forward and comes up with ways to develop languages. However that will require the creation of demand first, because without it, not much will be done. RESDHET (2017) added that there need to be engagements with the labour market of the country to ensure that the graduates who graduate in indigenous languages get employed. Currently English is the language that is in demand, and the implications of teaching students in indigenous languages also needs to be explored internationally, in terms of employability. In addition there has to be certainty in terms of how this will influence the student's publication stance internationally if they graduate in indigenous languages, whether there is going to be a market for them to publish internationally and what that will mean for the country.

Moreover RESDHET (2017) indicated that the government needs to ensure that it does not cross the line and infringe on the autonomy of institutions, because that might be dangerous. To elaborate further RESDHET (2017) indicated that as much as the department needs to ensure that no student is discriminated against, it is important to ensure that you leave the institutions to be flexible in terms of how they structure their own policies, how they plan to execute them and how they choose to do things in their institutions. Additionally, RESDHET (2017) stated that the government needs to ensure that it provides institutions with all the necessary support, so that they are able to develop languages in their institutions, because that comes with a lot of financial implications. Most institutions provide this as their reason for why there has not been much progress in terms of policy implementation and language development.

As mentioned, policy evaluation is one of the most important steps in the policy making process, as shown in Chapter Two of this study. RESDHET (2017) indicated that as part of the way forward, a revision and update of the policy would require that a component of monitoring and evaluation be incorporated, in order to be able to hold to account those who do not comply with the policy.

5.5 DATA ANALYSIS USING THE 5C PROTOCOL

In Chapter Two, the study introduced the 5C protocols of policy implementation. According to Martin (2014:50), the 5C protocol was developed by Najam, who deemed the Cs as an important variable in the policy implementation process. These five Cs represent the necessary components to ensure successful policy implementation. For this study, the 5C protocols will be utilised in order to analyse the data that was gathered for this study.

5.5.1 The content of the policy

The first C of the five stands for “content”. According to Boyd and Coetzee (2013:15) the content refers to the goals, objectives and the methodology of the policy. According to Section 21 of the Language Policy for Higher Education, 2002, the objective is to promote multilingualism and to enhance the equity and access in higher education. It is important to assess the content of the policy, in order to ascertain that it is in line with the mission and objectives of the policy. This will determine whether the policy is implementable or not.

When one assesses the Language Policy for Higher Education, 2002, one can see that this policy is more of a framework than anything else. The policy sets a tone on how higher education institutions should conduct themselves with regard to the languages, and what the government expects of them in terms of the development of indigenous languages and their use as mediums of instruction. The policy takes much more of a regulatory role to the institutions. For example, Section 18.3 of the policy indicates that all higher education institutions should in their three year rolling plans provide the details of the strategies they have in place to promote multilingualism. Section 20 of the policy elaborates and states that the institutions need to formulate their own individual policies, which should be in conjunction with the Language Policy on Higher Education and these should be submitted to the Department of Education which is now the Department of Higher Education and Training (DoE 2002: 15).

However, when one pays closer attention to the policy, one will note that even though the policy makes a bold statement about multilingualism and the promotion of African languages for use as mediums of instruction in the future, the policy is not binding when it comes to that clause. Though the policy indicates the importance of this, one can see that too much of the responsibility is placed in the hands of the institutions, and institutions are given the freedom to interpret this in the way that they see fit. This was further emphasised by RESDHET (2017) who indicated that it is important that the government does not infringe on the rights of the institutions, by allowing them to be creative on how they choose to approach the implementation of the language policy and in terms of the strategies that they decide to adopt, when it comes to the development of indigenous languages and their use as mediums of instruction.

According to RESNWU (2017) the NWU’s language policy is about the creation of functional multilingualism. RESNWU (2017) indicated the way the institution is formulated in terms of its location and the different language demographics they cater for, this process is harder for

them. However, RESNWU (2017) went on to say that the institution is clear in terms of what the aims of the policy are and that is to create a multilingual institution where there is no discrimination against anyone based on their language. The same cannot be said for the UP and UJ. According to RESUP (2017) though the institution has identified Sepedi as one of its official languages, it seems to lack the political will to ensure the successful implementation of the policy. Additionally, RESUP (2017) stated that the lack of activism from indigenous speakers creates a lack of political will within the institution. RESUP (2017) the location of the institution would suggest that a different indigenous language such as SeTswana rather than Sepedi be developed. This therefore creates confusion as far as the institutional policy is concerned. RESUJ (2017) stated that the UJ also considers the creation of a multilingual institution as the basis for institutional language policy. However, RESUJ (2017) went on to indicate that though the institution has taken this step, there is no sense of urgency for the institution to develop indigenous languages. RESUKZN (2017) states that at UKZN, one of their main objective is to create for IsiZulu what English has been able to do and that means creating a multilingual institution through the development of IsiZulu.

5.5.2 Context of policy implementation

The “context” of policy implementation refers to the environment in which the policy is to be implemented. The policy, which the study is based on, is the Language Policy for Higher Education of 2002. This means that the environment for policy implementation is the higher education sector. The higher education sector is made up of different stakeholders who each have a pivotal role in ensuring the successful implementation of the policy. This will include the universities, the government, communities, the language board and many others.

According to Brynard (2005:259) the focus should be on the institutional context which, like other variables, will necessarily be shaped by the larger context of social, economic, and political factors, and the realities of the system within which the policy is being implemented. The South African system is a unique one, in that one country is represented by a lot of realities. The history of the country has a large impact on the current situation in the country. The policy, which is the focus of the study, touches on all the contextual variables mentioned above. For example, economically, it is without a doubt that the implementation of the policy is going to come with a lot of financial implications for the institutions, as well as for the government. This is supported by RESUP (2017), RESNWU (2017) and RESDHET (2017) who indicated as stated above that the financial implications of implementing the LPHE, 2002 and developing indigenous languages are higher and unfortunately such support is not being given by the government. With many social ills from which the country suffers,

choosing to invest on languages and the development of African languages as mediums of instruction, when the English and the Afrikaans languages have already been developed and have been used in the systems with few problems, takes a lot of persuasion.

Socially, as previously stated, there are a lot of assumptions from the different communities as far as languages are concerned. On the one hand you have a group that believes that promotion and development of indigenous languages in higher education is a threat directed at the Afrikaans and the English language. On the other hand you have the black communities who still believe that to guarantee success you have to go to a Model C School where you will be taught in either English or Afrikaans (Mutasa 2015:56). You also have institutions with a long standing of Afrikaans and institutions who represent a history of the language, and to ensure that it survives they are not necessarily open up to the idea of developing indigenous languages (Mutasa 2015:54) .

Section 15.4.4 of the LPHE, 2002, states that Afrikaans should and could be retained as an academic medium and a medium of instruction in higher education institutions (DoE 2002:11). On the other side of the argument, there are those who contest the legitimacy of the language as a South African language and who believe that the language represents the Apartheid past and should be abolished in institutions, as it gives an unfair advantage to its speakers if they are taught in it for all their years of education, both lower and higher education. Another argument is that those who were taught in Afrikaans are also at a disadvantage, because they have to compete in an English dominated job market. This argument presents a new idea that being taught in Afrikaans is not necessarily advantageous when one tries to enter and compete in the job market.

In the case of the UKZN, the implementation of the policy and the development of isiZulu seems to be going smoothly compared to other institutions, but the university is a special case of how context can have an impact on how the policy is implemented and whether it will be successful or not as indicated by RESUKZN (2017) who indicated that the institution's location does give it an advantage that may not be experienced by other institutions.. According to Statistics South Africa (Stats SA) (2012:29), IsiZulu is the most spoken language in South Africa with 22.7% of the South African citizens using it as a mother tongue. Additionally, most of the isiZulu speakers are based in the province of KwaZulu-Natal where the institution is located. The respondent from the institution also indicated that the institution has dedicated a lot of time to ensure their success, however, they also cannot deny the fact that their geographic location has given them a significant advantage. In addition, the support from the executive of the university is unmatched.

The same cannot be said for the UJ, where the political will of the institution is invisible and the lack of structure in terms of the policy management within the institution is clear (RESUJ 2017). The same situation exists with the North-West University, which has three campuses located in two provinces with two dominant indigenous languages to cater for the different students at the different locations (RESNWU 2017). In the case of NWU which has a campus that is a former Afrikaans only institutions and UP a former Afrikaans-only institution also means that there is a lack of direction in terms of ensuring that they ensure that Afrikaans does not act as a barrier to access and success, and that they successfully develop indigenous languages in an effective manner. These institutions are confronted with a lot of challenges when it comes to language use because the use of Afrikaans as a medium of instruction is being contested.

According to Gous (2016), AfriForum made arguments to the Pretoria High Court in December 2016 to contest the current policy of the institution, which was approved on June 22, 2016. The group argued that this move is an oppression of Afrikaans speakers and is a threat to the continued existence of the language in South Africa. The group claims that the move by the university to revise the policy is unconstitutional. As previously mentioned, the application to the high court was overruled and the University of Pretoria was granted permission to proceed with changing its institutional language policy (Phakathi 2016).

5.5.3 Commitment to the implementation of the policy and the development of indigenous languages

“Commitment” is the third C in the 5C protocol. One could argue that this is one of the most important elements of the protocol. Commitment of those who have been tasked with the implementation of the policy is vital. Based on the interviews, this view was supported by the different respondents. When interviewing RESPanSALB (2017), it was clearly indicated that the board is committed to the promotion of multilingualism and the development of indigenous languages as mediums of instruction at universities.

However, from the interview, it was discovered that the universities’ autonomy does not always allow for a conducive environment for the board to be able to render its services. For example, RESPanSALB (2017) explained that when the protests took place in one of the institutions, they were approached by the institution to offer assistance on how to best respond to the crisis. They offered to help, and as a board, they requested to be present during deliberations so that they could offer advice. RESPanSALB (2017) stated that the

board then requested the institution to be part of the transformation committee. The institution however did not agree, because according to the respondent, they knew the position that was going to be taken by PanSALB. RESPanSALB (2017) then declared that the institution went ahead and drafted a new language policy, which had one of the indigenous languages as a third language, without any tangible indication that it was going to be developed.

In the case of the UKZN, the commitment of those tasked with implementing the policy is clearly visible, based on what the institution has been able to achieve and the inventions that the institution has come up with to implement the policy and to develop isiZulu. With regard to NWU there seems to be some commitment as well, however, the complaints from students who are not English and Afrikaans speakers suggest that there are problems in the institution (Pilane 2015). According to Pilane (2015) non-Afrikaans students are claiming to be mistreated at the institution which then presents a contradiction with the services that the institution claims to have for students, and with what the students claim they are receiving from the university.

According to Pilane (2015) the students at NWU are unhappy with regard to how they are being treated. They claim that the institution does not cater for non-Afrikaans and non-English speaking students. The students claim that even the translation services offered by the institution do little to help, because these are in English and translators struggle to translate technical information.

At UJ, there seems to be no commitment at all. The university seems to be in full support of the use of the English language and it is not exploring multilingualism avenues. Regarding the University of Pretoria, there seems to be a lack of political will to change the status quo. The language protests of 2016 did force the institution to change the policy and to adopt English as the official language of the institution, however, not much has been done for the development of indigenous African languages (RESUJ 2017).

5.5.4 Capacity to implement the policy

According to Maphalla (2013:146), for the successful implementation of the policy it is vital that the institutions have the necessary administrative and fundamental abilities to carry out the policy implementation process. Policies do not implement themselves, they require that the institutions have the appropriate, skilled people with the correct capabilities and knowledge in place. The individuals who are to implement the policy need to also be

knowledgeable of their roles, as this will ensure that they are held accountable if they fail to execute their roles as required by the policy.

From the interviews it seems that UKZN is the only institution which has the people with the correct capacity to be able to implement the policy in place. This was stated by the RESUKZN (2017) who indicated that the measures that the university has taken, such as the creation of a permanent language unit, hiring language experts, the creation of internships within the language office, and successfully introducing isiZulu as a compulsory language for all first year students, occurred with little contestation. One cannot, however, ascertain whether this has been successful, because it has only been functional for about two years. UP lacks direction as well as capacity. UJ follows suit, with individuals who were tasked with language issues sometimes having to resort to leaving the institution because they deemed their expertise as being undermined and overlooked by the institution.

In the case of DHET, it is safe to say that there is a lack of capacity. The Chief Director who heads the unit that manages policy issues of the department only works with a director and a deputy director on the management of the language policy. When one compares the number of higher education institutions to the number of people at the department who manage the LPHE, 2002 and other language related issues in higher education, it is clear that the department does not have enough personnel. This might be one of the other reasons that the department does not monitor and evaluate the implementation of the policy.

5.5.5 Clients and coalition for the successful implementation of the policy

The final C of the protocol is that of “clients and coalition”. This is also an important variable for successful policy implementation. With regard to the policy on which this study is based, clients who are the stakeholders and coalitions amongst them are important. There are different stakeholders with regard to languages. Some of the stakeholders include DHET, the languages boards, higher education institutions, legal entities and communities. Different stakeholders each have a role to play in ensuring that the policy is successfully implemented.

From this study it was discovered that coalitions are important, especially where there is a shared common goal. When one focuses on the KwaZulu-Natal Province, there are currently four higher education institutions there. These are the UKZN, Mangosuthu University of Technology, Durban University of Technology and the University of Zululand. With the location of these institutions and their student demographics, it is clear that sharing

resources and working together in developing indigenous languages is ideal and would be beneficial for all. The respondent from the University of KwaZulu-Natal indicated that they, as an institution, are working with other institutions in the province to develop isiZulu, because there is a lack of resources as well human capital which makes collaborations an efficient option.

UKZN is also working closely with their communities and the media in the province to ensure that their work is known to the community they serve, and to ensure that they are able to garner much needed support. In the case of the Department of Higher Education and Training however, it was discovered during the interviews that it does not necessarily offer much support to the institutions to help them implement the policy and to develop the indigenous languages. The policy indicates that the department will assist financially, however, there are no direct grants from the department to the institutions for the sole purpose of language development and language policy implementation.

RESDHET (2017) of the University Policy and Support Directorate within the Department of Higher Education and Training also indicted that the department was not giving any support to the institutions. Support from the department does not have to be monetary, but can be in terms of equipping the policy implementers with the necessary skills. One of the other problems that was discovered by the study is the societal notions on the importance of indigenous languages. Institutions could work together and engage with communities about languages, in order to ensure that the stigmas that exist which pose a difficulty to policy implementation are erased; however, this is not happening.

From the above responses given by the different respondents, it is clear that there the importance of the political will in the implementation of language policies cannot be overstated. With that said, the necessary resources for proper implementation are scarce especially since DHET does not have a dedicated fund for language development at institutions. What this means therefore is that where possible, institutions need to collaborate as to share the expertise and the resources. These collaborations can be based on the identified languages for development per institution as well as on location.

5.6 CONCLUSION

This chapter has presented the data in detail which was gathered when the interviews were conducted. In order to get an indication of where things currently stand in South Africa in terms of language development and policy implementation, it was important that the key stakeholders be interviewed. For the purpose of this study, those that were interviewed were

from language units at the University of Pretoria, North-West University, the University of Johannesburg and the University of Kwa-Zulu Natal. All the respondents work with the policy one way or the other. From the University of Pretoria, a language policy task team member was interviewed.

To also get views from the government and the language boards, the Chief Director of the University Policy and Development Directorate at the Department of Higher Education and Training was interviewed, as well as CEO of the Pan South African Language Board. This chapter has unveiled that although there are measures which need to be put in place, there are also success stories from institutions which prove that with hard work, dedication and support the policy can be implemented, and that indigenous languages can be developed.

The chapter also revealed that there is a lot of window dressing that is taking place at the institutions, where institutions portray themselves as doing much to address language issues, whereas closer scrutiny discloses that it is not always the case. What seems to be the biggest impediment to the successful implementation of the policy development of indigenous languages, is the lack of political will and direction. However, the lack of monitoring and evaluation measures from the Department of Higher Education and Training means that institutions cannot be held accountable for this, and so they are able to get away with it. This means that the policy as it currently stands shows the need for review and updating.

As much as this is a difficult task, from the interviews there is a general consensus that it is possible to implement the policy and also to develop indigenous languages. It just needs the right resources and people to drive it. To properly analyse the data that was collected, the study made use of Najam's 5C protocols, while outlining the importance of each of the Cs.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The premise of this study was to gain an understanding of how higher education institutions were performing in terms of implementing the Language Policy for Higher Education, 2002. In order to get a full understanding of this, the study made use of interviews, case studies and secondary resources as data collection methods. Key individuals who were deemed important for this study were interviewed, and this included representatives from the selected universities, as well as representatives from the Department of Higher Education and Training (DHET) and the Pan South African Language Board (PanSALB).

What the previous chapter revealed was that although some of the institutions are making headway in terms of the implementation of the policy and development of indigenous languages in order for them to be mediums of instruction, most institutions were struggling. Some of the key reasons were the lack of commitment, the lack of political will, the lack of government support, being complacent with the status quo and a lack of direction. Though the previous chapter showed that the institutions were in fact complying with the policy, the extent to which they are complying could not be ascertained, because of a lack of evaluation features in the policy. This was discovered to be one of the main shortfalls of the policy.

The data in the previous chapter also indicated that there seems to be a trend amongst institutions to assume that, because they have their institutional language policies and plans that are approved by DHET in place, they are doing well in terms of language advancements. Recent protests, disturbances and complaints, especially from former Afrikaans universities, have brought to light another side to this picture. This is that not everything is going well, in fact there is a need for more interventions.

This final chapter of this study will provide a summary of all the chapters through addressing the objectives of the study. It will provide the commendations for all the positive results achieved by the different stakeholders, in implementing the policy and in achieving their

mandate and finally, it will provide recommendations based on the data collected. The recommendations will be based on what the stakeholders involved in the higher education language debate can do going forward, in order for the policy to be properly implemented in South Africa and for indigenous languages to be developed, so that in the near future they can be better positioned to be used as part of the mediums of instruction in the country's higher education system.

6.2 SUMMARY OF CHAPTERS

The main purpose of this study was to evaluate how selected higher education institutions were implementing the Language Policy for Higher Education, 2002. The policy was founded on the value of multilingualism and with the aim of creating multilingual institutions where languages do not serve as barriers to access and to success in higher education. The policy requires of higher education institutions to have the necessary strategies to develop indigenous African languages in place, so that they too can be used as mediums of instruction in the institutions. This stems from South Africa's Apartheid past which resulted in the discrimination and the neglect of indigenous languages in all levels of education, and which then saw the rise of English usage and increased growth of the Afrikaans language.

The South African higher education system is faced with a lot of debates regarding language use, specifically the issue of language of tuition in higher education institutions. For this study, it was important that the Language Policy for Higher Education, 2002 be explored. Together with the literature review (see Section 1.2) the research statement found that the implementation of the LPHE by higher education institutions as well as by the government, in particular the Department of Higher Education and Training, was the problem for this study and in order to address it, the following research questions were formulated:

- What are the institutions doing to develop indigenous African languages as mediums of instruction and as scientific languages?
- What are the challenges hindering the implementation of the policy?
- Do institutional policies comply with the Language Policy for Higher Education, 2002? and
- Can African languages be developed as mediums of instruction in public higher education institutions? (see Section 1.5).

To expedite the study, and to ensure that the study investigated exactly what it set out to investigate, specifically scrutinizing the problem which was identified, four research objectives were formulated (see Section 1.6). These research objectives were:

- To discover the strategies that higher education institutions have to ensure the development of indigenous African languages as mediums of instruction in higher education and scientific languages.
- To describe the challenges hindering the implementation of the language policy in ensuring that the indigenous African languages are used as mediums of instruction in higher education institutions to create multilingual institutions.
- To determine whether higher education institutions fully comply with the Language Policy for Higher Education, 2002.
- To ascertain whether or not African languages as mediums of instruction in higher education institutions can be successfully implemented.

This section of the study will focus on amalgamating the whole thesis, with specific attention to the research findings against the formulated study objectives as mentioned above.

6.2.1 Study findings against the study objectives

This study was a qualitative study (see Section 1.7), to collect data with the intention of achieving the abovementioned research objectives. To answer the research questions, qualitative research methods were utilised. The methods used included interviews, case studies and secondary sources. It was important that the chosen method for each of the objectives was suitable, in order to achieve the necessary result. Disadvantages and advantages for each were specified, in order to justify them being chosen. It was important that limitations regarding the study's chosen methodology, as well as the sampling technique (purposive sampling was chosen for the study) be discussed, to give an understanding of where the study might have shortfalls (see Section 1.7.2).

Chapter One was the introductory chapter which provided a narrative of what the study entails. In addition, it also provided the research methodology used for the study. The study was about the implementation of the Language Policy for Higher Education, 2002 (LPHE) and the development of indigenous African languages as mediums of instruction and as scientific and academic languages. The chapter indicated that the policy was formulated at a time when the Department of Education was a combination of both basic education and higher education. The LPHE was one of the many regulations that came about after the democratic elections took place in South Africa in 1994. The policy was formulated in

response to the lack of use and development of indigenous languages in higher education. It was formulated to act as a regulatory framework for higher education institutions and the government, to guide them on how to best to respond to issues of languages in their institutions; particularly how to ensure that languages are not used as barriers to access and success and that indigenous languages are developed so that they can be used as academic and scientific languages, which can eventually be used as mediums of instruction.

The chapter provided a literature review (see Section 1.2) which gave a background on the studies which have been conducted on the subject. The literature review indicated that the South African higher education system is faced with challenges and one of them is the issue of indigenous language development. It revealed that one of the main challenges is the implementation of the policy at various higher education institutions. The chapter found that higher education institutions, in accordance with the policy (Section 3.2.4), were required to have their own language policies and strategies which they would present to the Department of Education, where they would indicate the nature of the strategies that they had in place to develop indigenous languages.

Chapter Two of the study focused on the conceptualisation of public policy within public administration (see Section 2.1). The chapter firstly defined Public Administration as a study field and public administration the practice. It was important for the study to explain the differences that exist between the two, in order to display under which of the two the study falls. For the purposes of the study however, only public administration was explored. The study explained the theoretical framework of public administration by firstly providing a brief history of public administration, and then defining what public administration as an activity, which is concerned with the management of public programmes by public administrators, actually is. The study further defined public administration as the execution of laws by public administrators which some authors define as policy implementation.

To understand the duties that public administrators perform, it was important to describe the different generic functions of government in order to get an understanding of the scope of the duties of public administrators (see Section 2.3.4). Policy making and analysis is one function which is more relevant to the study, however, the other functions were defined and their relationship to the study explained. The generic functions included organising, staffing, financing, determining work methods and procedures and finally, controlling. Public policy is the main focus of the study and therefore more details were provided for it as a generic function. The study described the three types of policies which include distributive, redistributive and regulatory policies. The policy which the study is focused on was found to be a regulatory policy.

In understanding public policy within the practice of public administration, the study described the public policy making process (see Section 2.4.1). It was explained as a five stage process, with each of the steps explained and their relevance and relation to the study explained. The chapter was able to show that for a public policy to be successfully formulated and for it to achieve its mandate, it is important that all the stages be properly executed. Though the Stages Model of the policy making process is regarded as one of the efficient ways to formulate a policy, it is also criticised by some scholars. Some of the criticisms discussed in the chapter include the fact that it adopts a top-down approach of management, a management model which is receiving critiques in the 21st Century because of its hierarchical nature. Another criticism of the Stages Model is that it assumes that public policies are formulated in a sequential manner, which the critiques state is not always the case, and therefore does not represent real world policy making.

Chapters One and Two laid the foundation for the study and gave direction to the study in terms of how research objectives can be achieved. The next three chapters focused on giving answers to the research questions and achieving the research objectives, as identified in the first chapter. The next section therefore will focus on the research objectives of the study, against the research findings. The following sections are divided by study objectives.

6.2.3.1 *Strategies that higher education institutions have to ensure the development of indigenous African languages as mediums of instruction in higher education and as scientific languages*

The problem for this study, as mentioned above, was policy implementation. The study revealed that though policies may exist in order to deal with certain issues, in this case this being language use and development in higher education, without those policies being implemented, they are as good as non-existent. It was therefore important for this study to discover the strategies that higher education institutions in South Africa have in place to ensure that they do implement the policy and that they are able to achieve the mandates of the policy.

Every policy formulated is always guided by a set of legal frameworks, which include but are not limited to policies, acts, policy frameworks, white papers, constitutions, and more. In **Chapter Three** of the study, the legal framework for the Language Policy for Higher Education, 2002 was discussed. Regarding the first objective, this was done in order to

ascertain the legal standing and influences of the policy. This chapter revealed that the policy was influenced by a number of statutes (see Section 3.2). These statutes included the Constitution of the Republic of South Africa, 1996, the National Plan for Higher Education, 2001, the Language Policy Framework for South African Higher Education, 2001, the Report on the Position of Afrikaans in the University System (Gerwel Report), 2002, and the Use of Official Languages Act, 2012 (Act 12 of 2012).

The abovementioned statutes each set out what the government and higher education institutions ought to do when it comes to languages. The statutes all shared the importance of equal treatment of languages, that none of the languages should be mistreated and that their speakers should not be unfairly discriminated against, based on their languages or because of the languages they choose to be taught in.

With the national legal framework for languages in higher education having been explored, **Chapter Four** paid attention to the identified cases. The cases were North-West University, the University of Johannesburg, the University of Pretoria and the University of Kwa-Zulu Natal. This chapter studied each of these institutions and their language policies. It was important that their establishment and their geographic locations be studied, in order to understand them better. The study was able to verify that each of the institutions are located in different areas, which are characterised by different language speakers and population groups.

The chapter was able to ascertain that the characteristics of each of the institutions had an influence on how the institution is implementing the policies. This means that the strategies had to differ from institution to institution. The language policies and language plans of each institution also differed, and they were influenced by the Language Policy for Higher Education, 2002, as well as the identified statutory framework at varying levels. The North-West University (NWU) has what is referred to as a functional language policy. This is because the institution is located in two provinces, one in the Vaal area in the Gauteng Province, where the dominant indigenous language is Sesotho, and another in Mahikeng where the dominant indigenous language is Setswana. The institution's strategy is therefore to implement the policy as required for each of the institutions. The institution also offers students that are not fluent in the primary languages, which are English and Afrikaans, support such as translation and interpretations to ensure that the languages are not a barrier to their education.

The other institutions including the University of Johannesburg (UJ), the University of KwaZulu-Natal (UKZN) and the University of Pretoria (UP) revealed that their strategies included catering for the students that were not speakers of the institutions' primary languages. The chapter also revealed that the institutions had differences in terms of how the languages were managed institutionally, and this had an influence on how the policy was implemented. The reporting lines and structures differed from institution to institution.

6.2.3.2 ***Challenges hindering the implementation of the language policy in ensuring that the indigenous African languages are used as mediums of instruction in higher education institutions to create multilingual institutions***

Chapter Four was able to ascertain that the geographical location of the higher education institutions, as well as the structures of each of the institutions, had an influence on how the implementation of the policy was carried out. The chapter revealed that one of the challenges that the institutions were facing was the distribution of languages in the province. For example, UKZN is located in the province of KwaZulu-Natal where the majority of the population, as well as the student population speaks IsiZulu. This means that the way the institution implemented the policy and the challenges it faced in implementing the policy differed from other institutions. UKZN, unlike the other institutions, had an advantage with a mostly homogenous language. This resulted in the institution facing less challenges when implementing the policies. In addition, the language policy management institutionally also favours the institution. In **Chapter Five** the respondent from UKZN revealed that the institution had been successful with the implementation of the policy because of the executive's support to the language unit of the institution and the importance that the executive places on this division of the institution.

NWU has campuses both in Gauteng, in the Vaal area, where the dominant indigenous language is Sesotho, while another campus lies in Mahikeng, where the dominant indigenous language is Setswana. This means that the institution had the challenge of developing two languages at two different locations. This resulted in the institution adopting what is referred to as a functional language policy, which means that their language policy is set up in a way that it is implemented differently from campus to campus, to meet the student needs of a relevant campus. Chapter Five revealed that for UJ, the biggest challenge in implementing the policy was the lack of direction, in terms of what the institution

intended to do with the development of languages and in terms of policy implementation. The respondent from UJ revealed that the lack of power accorded to the institution's language unit meant that it was hard to make the other sections of the institution comply with the policy, making its implementation hard. The institution seemed to be comfortable with the use of English as the medium of instruction, although the institution identified Sepedi as a language for development. Not much was done to ensure its development and there was a lack of urgency in that too.

UP also faced challenges in terms of the student demographics changing, the lack of financial support to implement the policy and the lack of activism from indigenous language speakers themselves, making their development challenging. This chapter also revealed that the government was facing problems in terms of how the policy was implemented and in **Chapter Four** it was revealed that the Department of Higher Education and Training (DHET) was faced with the problem of society's preference of English over other languages with the perception that English would result in the students being more successful in life, than if they would be taught in other languages.

DHET also indicated that the institutional autonomy was a challenge they faced, with how much they can instruct institutions to do without interfering with their autonomy. Additionally, the autonomy means that institutions can choose not to do something on those grounds. The DHET also confirmed that universities rely heavily on the research outputs produced by their academics each year for global recognition, which comes mainly from publication citation as well as for government financial subsidy. When students are taught in indigenous languages, this poses a danger to the outputs to only having a national impact, because most languages are only based in South Africa and are not internationally visible. The Pan South Africa Language Board revealed that the institutions are not successfully implementing the policy because there is no value assigned to them. They are not seen as important and therefore their development is not prioritised.

An additional challenge facing institutions was that there is a general belief, which is mainly driven by fear, that developing African languages means that current dominant languages in higher education, which are English and Afrikaans, are going to be no-existent in the country in the future. This is one of the most common findings. There seems to be a notion that languages cannot all exist in the higher education sector without threatening each other. This view mainly comes from groups within communities, for example, some within the

Afrikaans speaking community believe that their native language may disappear if it no longer the medium of instruction in most former Afrikaans higher education institutions.

Chapters Four and Five were able to ascertain that the institutions, as well as the other role players, did in fact have challenges in implementing the policy. In summary the challenges included the changing student demographics, the lack of political and financial support, the lack of direction, the preference of English, the lack of activism from language speakers and the lack of prioritisation and value on the indigenous languages.

6.2.3.3 *Determining if higher education institutions fully comply with the Language Policy for Higher Education, 2002*

The study was interested in finding out if the higher education institutions fully complied with the LPHE, 2002. It was important that this be assessed in order to see if the challenges faced by the institutions were related to their compliance with the policy. In **Chapter Three**, the statutory framework guiding language use in South Africa was studied in its totality, to assess whether the institutions complied with the policy, and in addition, to assess what the other statutes stated in terms of language use and development.

The chapter identified the 1996 Constitution as the supreme law of the country, and further discovered that most of the other frameworks were guided by the policy. The 1996 Constitution was formulated after the 1994 democratic elections and it is guided by the principles of equality and fairness. It also states that all official languages of the country should be treated equally and that past misfortunes as far languages are concerned should be corrected. Chapter Two of the Constitution is the Bill of Rights and some of the rights include the fact that citizens have a right to receive education in a language of their choice, where practical.

The second framework examined was the Language Policy Framework for South African Higher Education, 2001. The chapter described that the framework originated with the Council of Higher Education (CHE), which was tasked with advising the Minister of Education on matters around languages in higher education. The framework stated that the CHE regarded higher education institutions as centres for research and development, making them the ideal institutions to develop indigenous languages. The CHE did recognise that this would not be an easy task and would require financial contributions and consideration of other important issues, which higher education institutions would have to

contemplate. The framework stated that during the time it was formulated, not much was being done by institutions to develop indigenous languages. Where they were used, they were used informally and most of the institutions were opting for the development of English and developing the students' proficiency in it.

The chapter also discussed the National Plan for Higher Education, 2001. The plan was formulated in order to give direction in terms of how the higher education system of the country could be transformed so that it could represent the democratic government. The problem that it identified as an issue in higher education was the redress of the inequalities of the past, while ensuring that the current system is representative of the current government. The plan indicated that the South African higher education system had notable positives that it was able to achieve, such as the change in student demographics, after only 7 years of the democratic government. It did however note that some of the challenges were brought about by the autonomy of institutions. Institutions may not be quick to adopt changes and government does not want to ignore their autonomy rights. The plan did however state that languages continue to be a challenge to higher education and that the government needs to intervene, to ensure that proper steps are taken to safeguard that they are not barriers to access and success.

The fourth legal framework examined was the Language Policy for Higher Education, 2002 (LPHE) on which this study is based. The LPHE recognised that South Africa is a multilingual country and therefore, languages must not be treated as barriers to access and success in higher education. That means that multilingualism must be created to ensure that indigenous African languages are developed as mediums of instruction and that they are used as scientific and academic languages. The LPHE therefore calls for the promotion of multilingualism and the importance of languages in fostering social cohesion.

The chapter demonstrated that the LPHE gives much of the responsibility to higher education institutions, stating that they need to ensure that they have strategies in place of how they will promote indigenous languages and that they each need to formulate policies and strategies indicating how they plan to promote multilingualism and the progress they have made in developing the indigenous languages. The Department of Higher Education and Training would receive and assess those policies and strategies and hence assume the role of the overseer, monitoring the performance of the institutions. This would mean that the department assessed the compliance of the institutions with the LPHE, which the study indicated as one of its objectives, to ascertain whether they in fact did comply.

The fifth legal framework was the Report on the Position of Afrikaans in the University System, 2002. The chapter described that this report was formulated by the committee which was led by Prof Gerwel. Its main focus was to find out how Afrikaans can be developed, retained and not used as a barrier to higher education. The report indicated that the committee was concerned that the changes in higher education were threatening the existence of the language. Some of the threats were due to peoples' perception of the language, as many associated it with oppression, further making retaining it a challenge. The committee recommended that former Afrikaans universities should offer English as well, so that they can be more inclusive and that there should be designated institutions where the language will continue to be developed as a science and scholarship language.

The sixth legal framework explored was the Report on the Development of Indigenous Languages as Mediums of Instruction in Higher Education, 2003. This report was compiled by a committee led by Professor Ndebele and its main mandate was to report on the status of the development of indigenous languages in South Africa, and to make recommendations to the minister on how this could best be achieved. The chapter was able to show that the committee was concerned by the lack of development and maintenance of indigenous African languages. Some of the key points were that the committee believed that the lack of indigenous language development disadvantaged the language speakers. The committee did however proclaim that undertaking the development of these languages is not going to be easy, as it will require, amongst the others, financial support, human resources support and development of study and teaching material. The committee stated that these conditions need to be properly created to ensure the development of languages.

One of the other important contributions made by report is that it set out the criteria that should be used in order to determine the indigenous languages that each of the higher education institutions should be tasked with developing. The criteria includes the geographic location of the institution, the provincial language policies and the language priorities of the province. What is notable, however, is the fact that the institutions assigned languages for development did not represent all 26 higher education institutions. This is due to the fact that the numbers have since gone up from when the report was formulated. Finally another important aspect of the report, as indicated in the chapter, is that it states the importance of the development of languages at basic education level, contending that this will ensure and create a platform so that that they can be developed at higher education level too.

The last legal framework discussed in the chapter was the Use of Official Languages Act, 2012. The act was designed for use by national departments, national public entities and by national public enterprises. This act was formulated to promote equitable use and treatment

of all official languages, to monitor and regulate their use, to assist in equitable access of government services and information through their use, and finally to encourage good language management by government. The act requires that all those to whom the act applies, need to formulate and adopt their own respective policies where they will identify three official languages which they will use for government purposes. This is a clause similar to the one found in the LPHE, in relation to higher education institutions. The act further implies that there should be a creation of national language units which will be tasked with monitoring the implementation of the formulated policies.

The above statues indicated that languages had to be fairly treated and that strategies should be in place to ensure that those that were previously discriminated against, were elevated to a level where they could be freely used. The above statues are based on the principles of fairness, equality and non-discrimination. In **Chapter Four**, it was revealed that the institutions were required by Section 15.4.4 of the LPHE to formulate their own language policies and plans, which would indicate that they were planning to develop the indigenous languages as mediums of instruction and as academic and scientific languages. This chapter revealed that the institutions were complying with this clause and they have indeed formulated their own policies and strategies (see Section 4.4). The institutions all outline how they plan to implement the LPHE and develop their chosen languages. In these policies the institutions indicate which languages they are developing and how they plan on achieving that.

In **Chapter Five** of the study, all the respondents from the institutions revealed that they complied with the policy, and this was based on the fact that DHET has not come back to them to inform them that they were not complying. Some respondents, for example from UJ, did however reveal that their compliance was on paper, and that in reality the same cannot be said. Another shortfall in terms of compliance was the fact that there was no actual measure in place to ensure that there was real compliance.

Chapter Five revealed that DHET, the government department responsible for the management of the LPHE and the department that receives and assesses the institutional languages policies and plans, did not have any evaluation measures in place to ensure that the institutions did in fact comply with the policy. In addition, DHET did not have a dedicated unit that was responsible for the assessment and evaluation of the policies and strategies.

In summary, **Chapters Four and Five** of the study revealed that higher education institutions did comply with the Language Policy for Higher Education, 2002. This was based on the fact that all the institutions had identified indigenous languages for development. They had strategies in place to ensure that languages do not act as barriers to higher

education, and they all had intentions to ensure that no one is discriminated against based on their language. With this being said, there was no other way of determining whether the institutions did in fact comply from the side of the government. The lack of evaluation indicators from DHET meant that there was no way of properly ascertaining that institutions were complying with the policy. It was revealed in **Chapter Five** that this policy shortfall will be addressed when the policy is being revised.

6.2.3.4 *Ascertaining whether or not African languages as mediums of instruction in higher education institutions can be successfully implemented*

This study revealed that the data indicates that the students are likely to perform better when they are taught in their mother tongue, because it is easier for people to grasp knowledge and to conceptualise in the language they speak and better understand. With this information, it was important for the study to ascertain whether it was indeed possible that indigenous African languages could be used as mediums of instruction in higher education and hence successfully implement the LPHE.

Chapter Five of the study confirmed that this was indeed something that was possible, however support is required in terms of finances, institutional political will, and a perception change. **Chapter Five** of this study (see Section 5.1.6) confirmed that all the institutions consulted believe that it is not a question anymore, but something that they are certain can be done and achieved over time. At UKZN (see Section 3.2.6) isiZulu is compulsory for all first year students. Though there is no evidence to show whether this is successful, there is also no evidence to suggest otherwise.

All higher education institutions indicated that they believed that this was possible, but it is not something that will be easy, especially because of the heterogeneity of the South African population. This requires support, however with proper planning and support it is possible. In **Chapter Five** it was revealed that one of the key enablers was the financial support from government, and it became apparent that the government does not financially support the development of indigenous languages. There was a general consensus amongst institutions that there is a need for them to develop indigenous languages for a number of reasons, with the popular one being to increase the academic performance by the language speakers themselves. Another reason is that languages hold a lot of knowledge and wisdom, which can unfortunately only be accessed through those languages. History has shown that, as with most things, languages can become extinct. That therefore means that that the

treasures that they carry are wiped out with them. It is therefore for the greater good that they be retained and developed, so that they are able to stand the test of time.

In summary, **Chapter Five** revealed that indigenous languages could be developed and they could be used as mediums of instruction. This will however not be an easy task. It requires that the institutions plan for it properly, provide the right support and the structures to enable this to happen. Additionally, the government and other role players have roles to play to ensure that it is successful.

The next section of this chapter will provide the commendations that were discovered during data collection and data analysis of the previous chapters, to highlight the positives that were carried out by higher education's language role players in their quest to implement the Language Policy for Higher Education, 2002. It will provide recommendations on how to best implement the LPHE, so that the policy achieves its mandate to ensure that indigenous languages are developed as mediums of instruction and as scientific and academic languages. Finally, the chapter will provide information for possible areas of further research from this study.

6.3 COMMENDATIONS

This study was able to highlight the challenges and the gaps faced by the different role players, when it comes to the implementation of the Language Policy for Higher Education, 2002, and the development of indigenous languages as scientific and academic languages and as mediums of instruction. It is important however, to also commend the actions of the different players, where appropriate. One of the positives that this study discovered was the different support services that each of the institutions provided to their students, so that they can better understand what they are being taught. All the higher education institutions indicated that they provided services such as translating and interpreting from mediums of instruction to indigenous languages, so that the students could better understand. Though the study revealed that there were gaps in some institutions, this action is commendable.

The development of languages requires that there be a development of terminology in those languages. The University of KwaZulu-Natal, the University of Pretoria, and North-West University were some of the institutions who revealed that they have already started working on the development of terminology, with the University of KwaZulu-Natal having already

launched a mobile app of their isiZulu terminology bank. This is commendable as it shows the active commitment of these institutions to develop their chosen indigenous languages.

With the scarcity of resources, it is commendable that the University of KwaZulu-Natal has started collaborating with local higher education institutions and local organisations and media, in the development of isiZulu. This will mean that there is more expert advice, less financial constraints on one institution and faster progress. It is commendable also that the University of KwaZulu-Natal's executive is in support of the institution's Language Planning and Development Office, which the study discovered had an impact on the progress that the institution has been able to make with regard to the implementation of the policy and isiZulu development. The University of KwaZulu-Natal and North-West University are commended for their permanent language units. This study discovered that this was important, because it provided the institution with direction when it comes to it implementing the policy and responding to other issues and challenges in relation to languages. Finally, one of the challenges the study discovered was the lack of the monitoring and evaluation clauses on the LPHE. The Department of Higher Education and Training is commended for recognising this shortfall and for indicating that it will be included on the new version of the policy on which the department is still working.

Hereunder the study provides recommendations on how to best move forward regarding the policy implementation and the development of indigenous languages as mediums of instruction and their use as scientific and academic languages.

6.4 RECOMMENDATIONS

Based on the findings of the study, the following are the recommendations to contribute to the successful implementation of the Language Policy for Higher Education 2002, and the development of African languages so that they can be mediums of instruction in higher education.

6.4.1 Institutional collaborations

The study has demonstrated that development of indigenous languages is a time and resource consuming undertaking. What this means therefore, is that most institutions are already lacking in both of those. Therefore there is a need for collaboration to share resources. For example, in Kwa-Zulu Natal, there are four higher education institutions: the University of Kwa-Zulu Natal, the University of Zululand, Mangosuthu University of

Technology and the Durban University of Technology. All these institutions are based in the province that is dominated by the isiZulu language. These institutions, according to the Report on the Development of Indigenous Languages as a Medium of Instruction in Higher Education, have been assigned IsiZulu as a language for development. This therefore means that they have a better chance by collaborating than by doing things individually.

The same can be done by the other institutions which are based in the Gauteng Province (the University of Johannesburg, the University of Pretoria, the University of Witwatersrand, the University of South Africa and the Vaal University of Technology). For example, the University of Johannesburg and the University of Witwatersrand were assigned isiZulu for development and both these institutions are in close proximity to each other. Another example of collaboration could be the University of Fort Hare, Rhodes University and the Nelson Mandela Metropolitan University, which are in the Eastern Cape Province and were all assigned isiXhosa for development. Collaborations do not necessarily need to be in the same province. For example, the Vaal University of Technology is located in the Gauteng Province in the Vaal area, where there is a large number of Sesotho speakers, the University of Free State is in the Free State Province where the majority of Sesotho speakers reside. These institutions are not located in the same province, but they can collaborate on the development of Sesotho.

The North-West University is located in the North-West Province where the majority of South African Setswana speakers are located. Pretoria also has a large number of Setswana speakers, therefore there could be collaborations in the development of the language between the North-West University, the University of Pretoria and the University of South Africa. The University of Pretoria and the University of Johannesburg were assigned Sepedi for development, so these institutions could collaborate for the development of the language.

6.4.2 Monitoring and evaluation

It is pivotal for the Department of Higher Education and Training to have measures in place to monitor and evaluate the progress and attempts made by institutions in terms of policy implementation in language development at institutions. If this does not happen, it is impossible to hold institutions accountable. Furthermore, it is impossible to judge their progress or whether they are in fact complying with the policy, not just in terms of paper, but in actual work. The Department of Higher Education and Training also needs to be more visible to institutions; they need to conduct visits and to assess on the ground exactly what the institutions are doing, what kind of challenges they are faced with, and the kind of support they require.

This does mean that there has to be a cohort of skilled people in the Department of Higher Education and Training. This study demonstrated that the department is short-staffed and the responsibility for the management of this policy is within a division that is short-staffed and potentially has a shortage of knowledge amongst those who work in it. A skilled and capable workforce is important and will ensure that things are done in a proper way, as they will know what to look for.

6.4.3 Permanent structures within universities

Permanent language units and offices with qualified staff are needed in all institutions. The development of languages and policy implementation is not something that should be considered temporary, because policies change and languages evolve. Institutions need to have these units in order to ensure that they are not left behind, but are in fact well informed about language challenges in the country, and have the necessary tools to deal with those challenges. That will ensure that the institutions do not always assume the reactive role, but are proactive at all times. These structures need to report directly to the executive, so that they can be monitored and evaluated. Such a permanent structure is also required for DHET. The study discovered that currently there is no such unit at the department and there are not enough staff tasked with the management of the LPHE.

6.4.4 Creating political will

Institutions lack political will to implement the policy and to develop African languages. As mentioned above this is something that is a result of many factors. To create the will there have to be strategies from the government. This could be in terms of consequences for institutions that are not willing to be on board or another option would be for the government to incentivise institutions that are doing well, or to make support available at all times for those that are willing to make this work. If monitoring and evaluation are correctly carried out, DHET will know the necessary steps to take to address issues.

6.4.5 Community engagement

This is something that is not solely the responsibility of the government, but it requires a partnership with the language board, government, institutions and other stakeholders, which would include interest parties such as community traditional leaders, to engage with communities to help them see value in African languages. That is something that needs to happen on a regular basis, until the seed is planted. If this is not done, institutions will face problems with student shortages and there will be wasteful expenditure, which can be avoided.

6.4.6 Actionable implementation plan

A policy that fails to have an implementation plan that has deliverables, targets and time frames can only be good on paper. Plans help with the most important factor and that is to give direction to an institution and to also help it prioritise in terms of what is to be done first, how it should be done, who should do it, when it should be done and whose support is needed. The process of implementing a policy can be a complicated one; however, the presence of an implementation plan makes it slightly easier and creates much needed focus. As Ngcobo (2007:1) explains, implementation is one of the key problems in South Africa when it comes to language plans.

6.4.7 Language speakers' activism

If there is anything that this country has portrayed, it is that active activism has brought about a lot of change in South Africa. One can reference a lot of changes which were brought about by those who were championing a particular cause. What emerged from the data collection is that African language speakers themselves do not fight for the development of their languages. It is not true that all indigenous language speakers prefer to be taught in English and not their mother tongue. This study discovered that, although institutions should have some support structures for non-English and Afrikaans speakers, some did not and certainly, many lacked such structures. Due to the lack of activism from the speakers who are not saying anything, this creates an illusion that there is no need when the studies have proven otherwise.

6.4.8 Stakeholder engagement

From the study, it was discovered that there is a challenge in terms of key stakeholder engagement. The responses given by the representative of RESPanSALB indicated that the organisation does not necessary have much influence in the issues around languages in higher education. This was also highlighted by the representative of RESDHET. The DHET seems to wait for issues to arise before acting. The recommendation is that there should be regular workshops or Imbiziso where representatives from the DHET, PanSALB, institutions, interest groups and the broader community can come together to discuss language issues and potentially formulate solutions which will be beneficial for all and not leave a portion of the community feeling left out, discriminated against or ignored.

6.4.9 Engagements with non-indigenous language speakers

The study was able to discover that there is a legitimate sense of fear from the white minority of the country, especially from the Afrikaans speaking community. The community feels that the institutions are trying to destroy their language and that having English medium only institutions will result in them being disadvantaged and their language ceasing to exist. A recommendation is that institutions engage with the community, hear their views and come up with ways that there could be an agreement that would satisfy all parties. This would also require that the institutions not make an assumption that other non-Afrikaans speakers are not interested in being taught in Afrikaans. Additionally, it means that proper strategies have to be made to ensure that the Afrikaans language is retained and further developed in a way that does not disadvantage other language speakers.

6.4.10 Assistance for indigenous language speakers in higher education

The study discovered that most institutions were already making great advances in assisting students who are non-English and non-Afrikaans speakers with these languages. Institutions such as UKZN, UP and NWU indicated that they have translation services for those particular students. It is recommended that institutions engage with students to discover where exactly and how they need to be assisted. This will ensure that the students get the most from the services offered at the institutions, which will in turn ensure that concerns as indicated by the students from NWU in Chapter 5 are avoided.

6.5 SUGGESTIONS FOR FURTHER RESEARCH

This study possesses potential for further studies. In particular, it has managed to demonstrate that the lack of monitoring and evaluation measures has a negative impact on the policy implementation process. There is the potential and the need for a study that will investigate which monitoring and evaluation indicators could be employed by the government.

Another opportunity that may arise from this study is the study of how the introduction of indigenous languages at higher education level has affected mother tongue speakers, in terms of perception and influence on their studies. An exploration on the implementation of a language policy and the development of indigenous languages against that background could be investigated. In addition to this, it would be interesting to study how that would

influence the institutions' quest to internationalise and gain recognition in terms of student movements and research output publications.

6.6 CONCLUSION

This final chapter gave a summary of all the chapters of the study. The chapter summarises the findings of the study against the objectives which were set out in Chapter One. It found that the objectives of the study were achieved and therefore the research questions formulated were answered. The chapter highlighted the positives which were carried out by the different role players, as well as providing recommendations based on the data collected and analysed. It highlighted all the key and important aspects of the study. The research focus of this study is the implementation of the Language Policy for Higher Education, 2002. This was based on the premise that the policy is founded on the values and the move towards multilingualism. The founding document for the policy is the 1996 Constitution of the Republic of South Africa, which recognised 11 official languages of the country. With this background, the policy requires that higher education institutions have their own language policies which are to be guided by this policy framework. In the policy, institutions are also expected to develop indigenous languages, so that they can be used for important issues in the academic world and also so that they can be used as mediums of instruction which will add to the creation of multilingual societies, and more importantly, multilingual institutions.

Based on the research questions, it was decided that qualitative research methods would be perfect to tackle those questions. In addition, interviews, case studies and document analysis were chosen as the best data collection methods. The Chief Executive Officer of PanSALB, the Chief Director of the University Support Division at the Department of Higher Education, as well as key personnel in language matters of the selected institutions were interviewed, based on the research questions designed.

The study was able to ascertain that although there is still a lot that needs to be done and a large contribution that is needed, it is all possible with the correct strategies, personnel and support. It also uncovered that the majority of institutions are not doing well as far as the development of indigenous languages is concerned. However, some, such as the University of Kwa-Zulu-Natal, are doing considerably better than most, which further added to the notion that when the necessary support is in place, a lot can be achieved. The case studies were also able to uncover an important fact which influences how institutions implement the policy and how they develop indigenous languages. That is that the history of the institution,

the surrounding communities, as well as the students and staff demographics, have a huge influence on how that is done.

Another key factor that influences the policy implementation, particularly language development in higher education institutions in South Africa, is the attitude that people have towards languages. These perceptions are not only from the side of the government, institutions, students or communities, but from all of them, and unless they are addressed, policy cannot be successfully implemented. The study portrayed that there are gaps within the language sphere in higher education in South Africa which can be explored in order to understand policy implementation in this sector, and as such, there are further studies which can potentially arise from this study.

The study discovered that much of the debate surrounding languages in higher education focuses mostly on African languages as being oppressed, and not much about the groups, especially within the African languages speakers themselves, who do not feel any discrimination and who support the notion of English or even Afrikaans to be used as mediums of instruction.

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8. APPENDIX A

Interview questions for the Department of Higher Education and Training



Faculty of Economic and Management Sciences

AN EVALUATION OF THE IMPLEMENTATION OF THE LANGUAGE POLICY FOR HIGHER EDUCATION: AFRICAN LANGUAGES AS MEDIUM OF INSTRUCTION AT SELECTED SOUTH AFRICAN UNIVERSITIES

My name is Noluthando Zikode. I am a student at the University of Pretoria doing research for my MPhil in Public Policy. The title of my dissertation is 'The evaluation of the implementation of the Language Policy in Higher Education: African languages as medium of instruction at selected South African universities' under the supervision of Professor N Holtzhausen of the School of Public Management and Administration in the Faculty of Economic and Management Sciences at the University of Pretoria. The finished study will assist in identifying any potential challenges that are faced by the higher education sector and the government in implementing the language policy in order to develop indigenous African languages as medium of instruction in Higher Education Institutions. The study will identify those challenges and ways in which the policy can best be implemented. This interview will not take more than 30 minutes of your time.

Interviewee: Senior official of the Department of Higher Education and Training
Interview Questions
1. What is the role of the DHET in the implementation of the policy?
2. Is the current manner of implementation of the policy at Higher Education Institutions sufficient to achieve the objectives of the policy?
3. What measures are in place to ensure that the institutions are complying with the policy? Are these measures effective?
4. What are the biggest challenges hindering the progress in the development of indigenous languages in higher education as languages of instruction?
5. Are any evaluations done to check the compliance of Higher Education Institutions regarding the implementation of the policy?

6. From these evaluations, what seems to be the challenges that Higher Education Institutions encounter?

7. Is support offered to institutions to implement the policy?

8. What plans does the department have in place regarding the implementation of the policy?

9. From all the years that the policy has been in place, do you believe that African languages can be developed to a stage where they can be used as languages of instruction? Why?

10. Any other aspect that you would like to share?

Thank you for your time and being an important part of this interview!

9. APPENDIX B

Interview Questions for the Pan South African Language Board



Faculty of Economic and Management Sciences

AN EVALUATION OF THE IMPLEMENTATION OF THE LANGUAGE POLICY FOR
HIGHER EDUCATION: AFRICAN LANGUAGE AS MEDIUMS OF INSTRUCTION AT
SELECTED SOUTH AFRICAN UNIVERSITIES

My name is Noluthando Zikode. I am a student at the University of Pretoria doing research for my MPhil in Public Policy. The title of my dissertation is 'The evaluation of the implementation of the Language Policy in Higher Education: African languages as medium of instruction at selected South African universities' under the supervision of Professor N Holtzhausen of the School of Public Management and Administration in the Faculty of Economic and Management Sciences at the University of Pretoria. The finished study will assist in identifying any potential challenges that are faced by the higher education sector and the government in implementing the language policy in order to develop indigenous African languages as medium of instruction in Higher Education Institutions. The study will identify those challenges and ways in which the policy can best be implemented. This interview will not take more than 30 minutes of your time.

Interviewee: CHE
Interview Questions
1. What role does your organisation play in ensuring the development of indigenous African languages in higher education in South Africa?
2. What sort of investments do you deem necessary to ensure that African languages are developed to a point where they can be used as medium of instruction in higher education?
3. Do you think Higher Education Institutions are doing enough to ensure that the development of these languages takes place? In what way?
4. Do you think the development of indigenous languages and their progression to be used as

medium of instruction is important for South Africa? Why?

5. What steps do you think should be taken to ensure the development of indigenous languages both at institutional and national level?

6. What do you think needs to happen to ensure that the policy achieves what it has set out to achieve?

7. Do you think indigenous languages can be developed to a position that they can be used as mediums of instruction? Is yes, how and if not why?

8. Any other aspects you would like to share?

Thank you for your time and being an important part of this interview!

10. APPENDIX C

Interview Questions for the University of Johannesburg, University of KwaZulu-Natal and North-West University



Faculty of Economic and Management Sciences

AN EVALUATION OF THE IMPLEMENTATION OF THE LANGUAGE POLICY FOR HIGHER EDUCATION: AFRICAN LANGUAGES AS MEDIUM OF INSTRUCTION AT SELECTED SOUTH AFRICAN UNIVERSITIES

My name is Noluthando Zikode. I am a student at the University of Pretoria doing research for my MPhil in Public Policy. The title of my dissertation is 'The evaluation of the implementation of the Language Policy in Higher Education: African languages as medium of instruction at selected South African universities' under the supervision of Professor N Holtzhausen of the School of Public Management and Administration in the Faculty of Economic and Management Sciences at the University of Pretoria. The finished study will assist in identifying any potential challenges that are faced by the higher education sector and the government in implementing the language policy in order to develop indigenous African languages as medium of instruction in Higher Education Institutions. The study will identify those challenges and ways in which the policy can best be implemented. This interview will not take more than 30 minutes of your time.

Interviewee: Representative of a Language Department from Higher Education Institutions
Interview Questions
1. What challenges does the university have in terms of implementing the policy?
2. Do you think government is providing enough support to ensure that the mandate of the policy is achieved?
3. What strategies your institution has in place to ensure the development of indigenous languages?
4. Do you think these are sufficient?
5. Does your institution comply with government's policy on languages?



6. What do you think needs to happen to ensure that the policy achieves what it has set out to achieve?

7. Do you think indigenous languages can be developed to a position that they can be used as mediums of instruction?

8. Do you believe that the development of South African languages for use as indigenous language would be ideal for South Africa?

9. Any other aspects you would like to share?

Thank you for your time and being an important part of this interview.

11. APPENDIX D

Interview questions for the University of Pretoria



Faculty of Economic and Management Sciences

AN EVALUATION OF THE IMPLEMENTATION OF THE LANGUAGE POLICY FOR HIGHER EDUCATION: AFRICAN LANGUAGES AS MEDIUM OF INSTRUCTION AT SELECTED SOUTH AFRICAN UNIVERSITIES

My name is Noluthando Zikode. I am a student at the University of Pretoria doing research for my MPhil in Public Policy. The title of my dissertation is 'The evaluation of the implementation of the Language Policy in Higher Education: African languages as medium of instruction at selected South African universities' under the supervision of Professor N Holtzhausen of the School of Public Management and Administration in the Faculty of Economic and Management Sciences at the University of Pretoria. The finished study will assist in identifying any potential challenges that are faced by the higher education sector and the government in implementing the language policy in order to develop indigenous African languages as medium of instruction in Higher Education Institutions. The study will identify those challenges and ways in which the policy can best be implemented. This interview will not take more than 30 minutes of your time.

Interviewee: University of Pretoria's Language Policy Task Team Members
Interview Questions
1. What is the role of the Language Policy Task Team at the University of Pretoria?
2. How important is it that there be an evaluation of the current language policy at this institution? Why?
3. What do you think caused the latest debates regarding the language of instruction at the University of Pretoria?
4. Student demographics are changing at the University of Pretoria, do you think Afrikaans still has a place?
5. Do you think it is socially and economically reasonable for the University to eliminate Afrikaans and adopt English as the official language of the University?



6. Do you think the University of Pretoria is doing enough to ensure that non-Afrikaans and non-English students enjoy the same learning experience as Afrikaans and English speaking students?

7. Do you think the University is doing enough to implement the Language Policy for Higher Education, 2002?

8. Do you think this policy is implementable?

9. What are some of the challenges that you think institutions face regarding the languages of instruction and the implementation of the language policies, both institutional and the national policies?

10. What do you think is the best way forward with regards to language use at the University of Pretoria?

11. Any other aspect you would like to add?

Thank you for your time and being an important part of this interview!

12. APPENDIX E

Informed Consent: Pan African Language Board



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and
Management Sciences

Research conducted by:
Ms N.P Zikode (14382050)
Cell: 071 411 6149

Dr RRM Monareng
Head: Language Unit
University of Johannesburg
PO Box 524
Auckland Park
2006

Request for permission to conduct an interview

My name is Noluthando Zikode, a Masters Student from the University of Pretoria under the school of Public Management and Administration.

I am doing research for my study titled '*an evaluation of the implementation of the Language Policy for Higher Education: African languages as medium of instruction at selected South African universities*'. The purpose of the study is to evaluate how the Higher Education Language Policy has been implemented in the higher education institutions that have been selected. Specifically, to evaluate the development of Indigenous African languages as mediums of instruction in Higher Education Institutions.

Your institution has been selected as one of the case studies for the study. I am kindly requesting your permission as the Head of the Language Unit and Chief Executive Officer of the Pan South African Language Board to have an interview with you. The questions that I will be asking are attached.

If you do agree, please indicate your willingness in a letter or an email with your official details.

For more information, you can contact my study leader, Professor N Holtzhausen at natasja.holtzhausen@up.ac.za or me.

Your approval will be highly appreciated.

Yours sincerely,
Miss Noluthando Zikode

Date: _____

13. APPENDIX F

Informed Consent: Department of Higher Education and Training



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and
Management Sciences

Research conducted by:
Ms N.P Zikode (14382050)
Cell: 071 411 6149

Mr Mahlubi Mabizela
Chief Director: University Policy
Department of Higher Education and Training
Private Bag X 174
Pretoria
0001

Request for permission to conduct an interview

My name is Noluthando Zikode, a Masters Student from the University of Pretoria under the school of Public Management and Administration.

I am doing research for my study titled '*an evaluation of the implementation of the Language Policy for Higher Education: African languages as medium of instruction at selected South African universities*'. The purpose of the study is to evaluate how the Higher Education Language Policy has been implemented in the higher education institutions that have been selected. Specifically, to evaluate the development of Indigenous African languages as mediums of instruction in Higher Education Institutions.

Part of the my study requires that I have an interview with an official from the Department of Higher Education and Training who is involved with the management of the Higher Education Language Policy. I am kindly requesting your permission to have an interview with you. The questions that I will be asking are attached.

For more information, you can contact my study leader, Professor N Holtzhausen at natasja.holtzhausen@up.ac.za or me.

Your approval will be highly appreciated.

Kind regards
Miss Noluthando Zikode

Date: _____

14. APPENDIX G

Informed Consent: University of KwaZulu-Natal



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and
Management Sciences

Research conducted by:
Ms N.P Zikode (14382050)
Cell: 071 411 6149

Dr Langa Khumalo
Director: Language Planning and Development
University of KwaZulu-Natal
Durban
4041

Request for permission to conduct an interview

My name is Noluthando Zikode, a Masters Student from the University of Pretoria under the school of Public Management and Administration.

I am doing research for my study titled '*an evaluation of the implementation of the Language Policy for Higher Education: African languages as medium of instruction at selected South African universities*'. The purpose of the study is to evaluate how the Higher Education Language Policy has been implemented in the higher education institutions that have been selected. Specifically, to evaluate the development of Indigenous African languages as mediums of instruction in Higher Education Institutions.

Your institution has been selected as one of the case studies for the study. I am kindly requesting your permission as the Director of Languages Planning and Development to have an interview with you. The questions that I will be asking are attached.

If you do agree, please indicate your willingness in a letter or an email with your official details.

For more information, you can contact my study leader, Professor N Holtzhausen at natasja.holtzhausen@up.ac.za or me.

Your approval will be highly appreciated.

Ozithobayo,
Miss Noluthando Zikode

Date: _____

15. APPENDIX H

Informed Consent: North-West University



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and
Management Sciences

Research conducted by:
Ms N.P Zikode (14382050)
Cell: 071 411 6149

Mr Johan Blaauw
Head: Language Practice
North West University
Private Bag X 12 90
Potchefstroom
2520

Request for permission to conduct an interview

My name is Noluthando Zikode, a Masters Student from the University of Pretoria under the school of Public Management and Administration.

I am doing research for my study titled '*an evaluation of the implementation of the Language Policy for Higher Education: African languages as medium of instruction at selected South African universities*'. The purpose of the study is to evaluate how the Higher Education Language Policy has been implemented in the higher education institutions that have been selected. Specifically, to evaluate the development of Indigenous African languages as mediums of instruction in Higher Education Institutions.

Your institution has been selected as one of the case studies for the study. I am kindly requesting your permission to have an interview with you. The questions that I will be asking are attached.

For more information, you can contact my study leader, Professor N Holtzhausen at natasja.holtzhausen@up.ac.za or me.

Your approval will be highly appreciated.

Kind regards
Miss Noluthando Zikode

Date: _____

16. APPENDIX I

Informed Consent: University of Pretoria



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and
Management Sciences

Research conducted by:
Ms N.P Zikode (14382050)
Cell: 071 411 6149

Prof Elsabé Taljaard
Task Team Member
University of Pretoria
Private Bag X 20
Hatfield
0028

Request for permission to conduct an interview

My name is Noluthando Zikode, a Masters Student from the University of Pretoria under the school of Public Management and Administration.

I am doing research for my study titled '*an evaluation of the implementation of the Language Policy for Higher Education: African languages as medium of instruction at selected South African universities*'. The purpose of the study is to evaluate how the Higher Education Language Policy has been implemented in the higher education institutions that have been selected. Specifically, to evaluate the development of Indigenous African languages as mediums of instruction in Higher Education Institutions.

The University of Pretoria has been selected as one of the case studies for the study. I am kindly requesting your permission as a member of Language Policy Task Team member to have an interview with you. The questions that I will be asking are attached.

If you do agree, please indicate your willingness in a letter or an email with your official details.

For more information, you can contact my study leader, Professor N Holtzhausen at natasja.holtzhausen@up.ac.za or me.

Your approval will be highly appreciated.

Yours sincerely,
Miss Noluthando Zikode

Date: _____

17. APPENDIX J

Ethical Clearance



30 June 2016

Strictly confidential

Prof N Holtzhausen
School of Public Management and Administration

Dear Professor Holtzhausen

Project: An evaluation of the implementation of the Language Policy for Higher Education: African languages as medium of instruction at selected South African universities
Researcher: NP Zikode
Student No: 14382050
Supervisor: Prof N Holtzhausen
Co-supervisor: -
Department: SPMA

Thank you for the application you submitted to the Committee for Research Ethics, Faculty of Economic and Management Sciences. I have pleasure in informing you that the Committee formally approved the above study on 29 June 2016. The approval is subject to the candidate abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research.

The approval does not imply that the researcher, student or lecturer is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal.

The Committee requests that you convey this approval to the researcher.

We wish you success with the project.

Sincerely

pp PROF RS RENSBURG
CHAIR: COMMITTEE FOR RESEARCH ETHICS

cc: Prof MR Chitiga-Mabugu
Student Administration

