



**THE IMPLEMENTATION OF TERTIARY EDUCATION LANGUAGE POLICY: A
CASE STUDY OF THE LANGUAGE POLICY OF THE UNIVERSITY OF KWAZULU-
NATAL PIETERMARITZBURG CAMPUS**

BY

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ABSTRACT

Indigenous African languages have been marginalized for many years, and as a way to redress language inequalities and imbalances, mother tongue language use has been introduced in institutions of higher learning in South Africa. The South African Constitution promotes the use of all twelve official South African languages and Chapter 1 Section 6 of the Constitution guides the language policy implementation. In this regard, South Africa is a multilingual country and all languages should have equal status. However, currently South African languages do not enjoy equal status with English. Universities have therefore introduced multilingual modes of instruction to improve teaching and learning, as well as throughput rates. This study aimed at understanding the attitudes and perceptions of the University of KwaZulu-Natal staff and students on the university's language policy in relation to teaching and learning on the Pietermaritzburg campus and to analyze the implementation of the policy. The study used a qualitative research approach, which consisted of a case study. In-depth interviews were used to collect the primary data from the key informants who comprised of the director of the language board, the dean and head of the School of Arts, three lecturers teaching IsiZulu 101 non-mother tongue, five tutors of IsiZulu 101 non-mother tongue and fifteen students registered for IsiZulu 101 non-mother tongue. The students were divided into three focus groups, each consisting of five students. The study used thematic analysis to analyze the data.

Initial findings from the study revealed that students felt that they do not need to study IsiZulu; instead, they mentioned that it should be a personal choice because most of them believe that they will not be using IsiZulu once they have completed their undergraduate degree as they are not all from the province of KwaZulu-Natal. It was also found that not all lecturers were receptive to the implementation of the policy within the university. However, the continuous work that is being done by the University Language and Planning Development Office shows that there are new developments and systems that are continuously being put into place to further improve the implementation of the language policy.

DECLARATION

I, Samukelisiwe Hlengiwe, declare that:

1. The research reported in this dissertation, except where otherwise indicated, is my original research.
2. This dissertation has not been submitted for any degree or examination at any other university.
3. This dissertation does not contain other persons' data, pictures, graphs, or other information, unless specifically acknowledged as being sourced from other persons.
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 - a) Their words have been re-written, but the general information attributed to them has been referenced.
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5. This dissertation does not contain text or tables copied and pasted from the internet, unless specifically acknowledged, and the source being detailed in the thesis and in the references sections.

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DEDICATION

To my late maternal grandparents, Mr Lugodo Madondo, Mrs Geinekile “Mkhasi” Madondo
noMamncane wami Gugulethu Mabaso.

Siyobonana kwelizayo.

ACRONYMS

EMC: Executive Management Committee

HEIs: Higher Education Institutions

LiEP: Language in Education Policy

LVE: Language Vitality Endangerment

OAU: Organization of African Unity

PANSALB: Pan South African Language Board

UKZN: University of KwaZulu-Natal

ULB: University Language Board

ULPDO: University Language Planning and Development Office

UNESCO: United Nations Educational, Scientific and Cultural Organization

UOLA: Use of Official Language Act

USA: United States of America

ZULN101: IsiZulu 101 non-mother tongue

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CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1 Introduction

The study focuses on the implementation analysis of a language policy in a higher education institution and its importance, especially in the case of the University of KwaZulu-Natal, given the fact that the implementation of the policy is in its second phase. It is important to understand what the views of those who are directly affected by the policy are towards the implementation of a language policy that includes an indigenous language. The study, therefore, seeks to explore the views and experiences of students and staff in a university context whose language policy includes an indigenous language.

1.2 Background and Outline of the Research Problem

South Africa's transition from the apartheid government and minority rule to democracy led to rethinking and reviewing all discriminative practices that existed in institutions in order to fit into the new democratic era (Higher Education Transformation, 1997:3). The medium of instruction in South African universities was English and Afrikaans. As an international language English is still being used as the only medium of instruction in learning institutions. When South Africa became democratic it was important that other official South African languages be recognised in higher learning institutions. Therefore, it was important that the higher education system be transformed in order to redress past language inequalities (Higher Education Transformation, 1997:3). This system had to meet the pressing need and also respond to the new realities in a democratic South Africa; indigenous languages needed to be afforded recognition in higher learning institutions (Higher Education Transformation, 1997:3).

The Constitution of the Republic of South Africa provided a legal framework for the promotion of multilingualism, especially with respect to developing African languages, and acknowledging and celebrating language diversity (Republic of South Africa, 1996). Section 29(2) of the Constitution of the Republic of South Africa Act 108 of 1996 states that every citizen has a right to education and to be taught in any language which they prefer (Republic of South Africa, 1996). The Education White Paper 3 aims to transform the sector (i.e. higher education) and recognize, amongst other things, the rights of those who were previously disadvantaged

(Department of Education, 1997). South Africa is a society which is linguistically diverse, which is why higher education has the responsibility to reflect this diversity. Language, therefore, becomes important in facilitating communication of knowledge in a learning process (Higher Education and Training, 2015).

The legislative policy recommends approaches to language that fully embrace and include African languages (Higher Education and Training, 2015). Section 27(2) of the Higher Education Act of 1997 states that higher education institutions must determine a language policy, publish it and make it available on request (Department of Education, 1997). South African universities have therefore implemented their language policies based on this Act of 1997. The Language Policy Framework for Higher Education Institutions (2020) states that everyone has a right to receive an education in their own language in institutions of higher learning. For example, Rhodes University implemented an isiXhosa language policy. The Language Policy of the University of KwaZulu-Natal (UKZN) identifies with the goals of South Africa's multilingual language policy (Language Policy of the University of KwaZulu-Natal, 2014:2), which states that it seeks to promote the proficiency of English and isiZulu, as the majority of the population in the province of KwaZulu-Natal are IsiZulu speaking people. The university aims to promote the languages referred to in the Constitution and its policy states that by mobilizing IsiZulu the university will contribute to disseminating knowledge towards teaching (Language Policy of the University of KwaZulu-Natal, 2014:2).

The university's language policy is implemented in two phases. Currently, it is in its second phase, the first phase was from 2015-2019, while the second phase will run from 2020-2030 (Language Plan of the University of KwaZulu-Natal, 2014:1). The College of Humanities is responsible for the development of IsiZulu in the university. Moreover, the university provides all its departments with training needs such as IsiZulu short courses (Language Plan of the University of KwaZulu-Natal, 2014:1). University staff members are encouraged to participate in the IsiZulu short courses provided. The School of Arts offers two IsiZulu majors, IsiZulu (mother-tongue) and IsiZulu (non-mother tongue). The IsiZulu mother tongue major is for students who enter at level 100 with a grade 12 pass in IsiZulu, or Nguni (first language) as their mother tongue or home language. IsiZulu non-mother tongue is taken by students whose mother tongue is not IsiZulu or any other Nguni language (Language Policy of the University of

KwaZulu-Natal, 2014). The Language Plan of the University of KwaZulu-Natal states how the language policy will be implemented in the two phases. The plan is also intended to measure progress made in achieving the aims of the language policy (Language Plan of the University of KwaZulu-Natal, 2014:1). The language policy aims to acknowledge all official languages in the province of KwaZulu-Natal, and to provide facilities that will allow the use of IsiZulu as a language of learning (Language Policy of the University KwaZulu-Natal, 2014:2). In the first phase of the policy, the plan states that communication with the public will be in both IsiZulu and English. The registrar, executive director, and corporate relations are responsible for ensuring that this is done accordingly and follows the university plan (Language Plan of the University of KwaZulu-Natal, 2014:2). The profile of the UKZN in phase one has to ensure that all permanent signs in and around the university are in both English and IsiZulu (Language Plan of the University of KwaZulu-Natal, 2014:3).

1.3 Key Questions

1. What are the UKZN students' understanding of multilingualism and its place in higher education?
2. What are the experiences of UKZN students of the implementation of a language policy?
3. What are the processes, systems, mechanisms, and structures used by the UKZN to implement its language policy?
4. What are the experiences of the UKZN staff in implementing the language policy?

1.4 Objectives of the Study

1. To explore students' understanding of multilingualism and its place in higher education.
2. To understand the experiences and perceptions of students based on the implementation of the UKZN language policy.
3. To identify the processes, systems, mechanisms, and structures used by the UKZN to implement its language policy.
4. To understand the experience of staff on the implementation of the language policy.

1.5 Research Methodology and Methods

1.5.1 Research paradigm

The interpretivist paradigm is used in this study, a research paradigm that allows for peoples' stories and experiences to be better understood (Du Plooy, 2014:34), and which is commonly used in qualitative studies. The intention of this study is to explore the experience and views of undergraduate students at the UKZN of the implementation of a language policy, which introduces an indigenous language as a language for teaching and learning.

1.5.2 Research Approach

The study used a qualitative research methodology, which, as a research approach, mainly aims to understand social phenomena or reality that is based on the participants' experiences (Du Plooy-Cilliers et al., 2014:5). This study allowed for the researcher to find innovative ways of acquiring knowledge through people's experiences (Du Plooy-Cilliers et al., 2014:5). The qualitative approach is therefore relevant for this study as it seeks to explore the experiences, perceptions and views of students and staff at the UKZN regarding the implementation of the language policy.

1.5.3 Case Study

A qualitative case study design was used for this study. Babbie and Mouton (2001:181) defined a case study “as an intensive investigation of a single unit.”, adding that, “Most of these studies involve the examination of multiple variables.” Furthermore, they (2002:281) alluded to a case study taking “multiple perspectives into account” and that it “attempts to understand the influences of multilevel social systems on subjects’ perspectives and behaviours.” This research intended to gain an in-depth understanding of the experiences and perceptions of UKZN staff and students on the implementation of the university’s language policy at the Pietermaritzburg campus.

1.5.4 Sampling

This study used non-probability sampling, purposive sampling and convenience sampling, as the researcher only interviewed students enrolled for the IsiZulu module in the school of social sciences. The population for this study are all first year students registered for IsiZulu non-mother tongue in all schools and all colleges at UKZN. A purposive sampling method was used

to select participants for the study. Babbie and Mouton (2010:166) define purposive sampling as selecting participants based on their knowledge and purpose of the study. Purposive sampling was specifically used for the selection and inclusion of the academic staff. The director of the University Language and Planning Development Office (ULPDO) and the dean and head of school of Arts were selected based on their skills and expert knowledge of the implementation of the language policy at UKZN. Convenience sampling can be regarded as being biased (Du Plooy-Cilliers et al., 2014: 142). However, this study used it because of the location of participants in this study on the UKZN Pietermaritzburg (PMB) campus.

The participants for the study are first-year undergraduate students and university academic staff members who offer IsiZulu short courses and teach the IsiZulu non-mother tongue 101 module (ZULN101), IsiZulu tutors and the director of the University Language and Planning Development Office. The total number of respondents for the study was 25. The participants shared their experiences and views on the implementation of the language policy of the UKZN. The director of the ULPDO was interviewed because the office is responsible for the proficient development of IsiZulu as the language for teaching at the university. It is also responsible for monitoring of all material translation, interpreting and editing services at the university. The head of the IsiZulu language programme at UKZN-PMB campus was also part of the sample, as it is the IsiZulu department that offers the IsiZulu module.

1.5.5 Data Collection Methods

The key research questions were investigated through the use of focus groups and in-depth interviews. Focus group discussions are done with a group of participants who are interviewed with the intention of gaining a better understanding of their experiences and views on a particular issue (Du Plooy-Cilliers et al., 2014:183). Data was collected at the UKZN-PMB campus. An interview guide was used when conducting the focus groups with first-year undergraduate students from the School of Social Sciences who were taking IsiZulu as a compulsory module. In the 2018 academic year there were 143 students in the College of Humanities taking IsiZulu as non-mother tongue at the UKZN-PMB campus, 35 of these students being from the School of Social Sciences. Students were asked about their experiences and views of the language policy of the UKZN and their experiences and views of the teaching and learning in IsiZulu.

The in-depth interviews allowed the researcher to pose questions to better understand the views of the participants (Du Plooy-Cilliers et al., 2014:188) and to get clarity on a particular point (Du Plooy-Cilliers et al., 2014:188). This study also used journal and newspaper articles, and books as sources of data.

1.5.6 Data Analysis

The process of trying to make sense of the findings is known as data analysis (Du Ploy et al., 2014:233). For analysis, data is organized to identify patterns of meanings (Du Ploy et al., 2014:233). The study used thematic analysis to analyze and make sense of the findings in order to identify and analyze themes emerging from the theoretical framework as well as the literature review. Thematic analysis consists of six steps: understanding and examining the data (Braun and Clarke, 2006); coding the data; identifying broad themes; identifying sub-themes; and integrating themes.

1.6 Limitations of the Study

The study only focused on first year students from the School of Social Sciences who were registered for ZULN101. First year students from other schools in the college of Humanities and other colleges at UKZN were not included in the study.

1.7 Structure of the Remainder of the Dissertation

Chapter 1: Introduction

The chapter includes the background of the study, also providing a detailed problem definition and a literature overview of the study and methodology.

Chapter 2: Literature review

The chapter presents literature on language policies, multilingualism and different attitudes held on the teaching and learning of indigenous languages.

Chapter 3: Theoretical /Conceptual framework

The chapter presents a literature review of the language policy in higher learning institutions, focusing on the literature around the implementation of the language policy at the UKZN.

Chapter 4: Legislative framework for the language policy of the UKZN

The chapter presents the policy framework for the language policy in South Africa and a discussion of the legislative framework of the language policy of the UKZN as not only informed by policies, but as also informed by the Constitution of South Africa.

Chapter 5: Analysis of language policy of the UKZN

The chapter presents an analysis of the language policy of the UKZN using the case study focus and presents the findings according to themes.

Chapter 6: Conclusion

The chapter presents the findings and analysis of the study.

1.8 CONCLUSION

This chapter introduced the research topic and the background of the study. The research problem was outlined, the research questions and objectives were listed, and the study method of qualitative case study, sampling, data collection methods and data analysis were described. Finally, the limitations of the study were also provided.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

This chapter explores literature on multilingualism and defines terms such as language policy and multilingualism. It discusses multilingualism in education, attitudes to language and language policies in South African universities. Language policy implementation at the UKZN is discussed further, highlighting the challenges, the mechanisms for its implementation and the limitations of resources for its achievement.

2.2 Definitions of the Terms Language Policy and Multilingualism

Language policy is defined as, “An official decision on the status of various languages spoken in multilingual communities.” (National Language Policy Framework, 2003:20). In South Africa there is a need to ensure that all languages that were previously marginalized are developed and that multilingualism is promoted (National Language Policy Framework, 2003:5). Section 6(2) of the South African Constitution necessitates elevating the status of previously marginalized languages and for them to be advanced practically and positively. Therefore, mechanisms should be put in place for indigenous languages to be developed (National Language Policy Framework, 2003:8).

Crystal (1992) defines language as “the conventional and systematic use of sounds, signs and written symbols in a human society”. In the study, the concept of multilingualism is used to understand its place in higher education institutions (HEIs) and also its role in the implementation of the language policies in South African universities. Flynn (2016) defines multilingualism as the existence of one or more languages in a state; for example, in South Africa there are eleven official languages that are spoken. Li (2008:4) defines a multilingual individual as “anyone who can communicate in more than one language, be it active or passive”. Multilingualism is developed through mechanisms such as national education policies and home education. The European Commission (2007:6) alludes to multilingualism as being able to use an additional language to communicate every day. Thus, the term multilingualism refers to the ability of speaking in more than one language, while bilingualism is being able to speak in only two languages. South African universities are challenged with developing a multilingual

environment where all the marginalized South African languages are developed as languages of teaching and learning, research and scholarship.

2.3 Multilingualism in Education

There has been a growing number of HEIs adopting language policies in the world and this is to promote language learning (Tudor, 2008:6). The purpose for HEIs in promoting multilingualism is for the promotion of competitiveness and civilization, as this involves the attitudes of students as they contribute to society, skills and knowledge (Bergan, 2005:13). The Council of Europe (2001) highlights the aim of ensuring that languages are preserved, as it is languages that promote cultural diversity and social cohesion (Council of Europe, 2001a). The advantage of multilingualism in education is that it strengthens social cohesion and also promotes language skills (EU, 2008:4). Coleman (2005) argues that multilingualism for graduates, as an addition to their professional degree, brings about greater opportunities of employability (Coleman, 2004:5). Tudor (2008) mentions three pillars that are important for integrating teaching and learning fully in institutions of higher education:

- *Employability: knowledge of languages plays an important role in the employability of graduates in the increasingly mobile and multilingual global workplace;*
- *Mobility: language competences are needed to take advantage of the possibilities for mobility and;*
- *The demands of the knowledge-based economy graduates who prepare themselves for the global workplace need to develop multilingual communication skills in parallel with their mainstream academic and professional training (Tudor, 2008:6).*

Bunyi (1999:339) states that multilingualism is not new in Africa because African people communicate using more than one language: a vernacular and a European language (Bunyi, 1999:339). However, Wolff (2010) also mentions that even though in Africa multilingualism is a norm, it is still not clear why there are limited studies on primary childhood language acquisition overall and specifically multilingualism (Wolff, 2010:13). Internationally, language policies have been adopted in higher institutions because of the prevalent spread of multilingualism and as a way of prioritizing foreign language use.

2.4 International Language Policy in Higher Institutions of Learning

Internationally, the spread of multilingualism has brought about the need to learn foreign languages in countries that have English as their first language, and for English to be learnt as a second language (Garter and Cenoz, 2016:231). Cenoz (2009) argues that in the development of a language education policy, one of the goals is for student achievement as a factor for language competence, be it bilingualism or monolingualism (Cenoz, 2009). Internationally, most language policy aims are realized as students start university, and it is the language policies that influence the curriculum in higher institutions, together with its implementation (Garter and Cenoz, 2016:231). Language policies are unique in each country, as they are reflected in the amount of time spent on the teaching and learning of different languages (Garter and Cenoz, 2016:231).

In the United States of America (USA) there is a long history of multilingual education (Crawford, 1989:323) and in institutions of higher education the teaching of indigenous languages has been welcomed. However, there has been opposition (Crawford, 1989: 232). In the USA, the adoption of the Bilingual Education Act of 1968 gave rise to language policies and bilingual education programmes. Moreover, in the country a lot of resistance grew as language policies were being implemented as the “English only Movement” was established (Garter and Cenoz, 2016:232).

In Canada, French and English are both the official languages, but there are programmes that have been adopted in institutions in Quebec where fifty percent of the academic instruction is through non-mother tongue or in French (Genese and Lindholm-Leary, 2013). The immersion programmes target students that are English speakers (Genese and Lindholm-Leary, 2013). Sarkar and Lavoie (2014) mention that in Canada it can be noted that indigenous language policies in universities are lacking (Sarkar and Lavoie, 2014).

Efforts have been made to revitalize minority languages in the Basque Country in Spain, as the language policy aims to have Basque and Spanish on the same level (Basque Government, 2015: 33-34). The Basque policy plan entails that the Basque government should have a profile of students who are multilingual in Basque. Furthermore, the Basque language policy plan advocates for an integrated language curriculum (Basque Government, 2015: 33-34).

From an international perspective, it can be noted that the language policies are different and vary from country to country. On language policies, the African continent is no different.

2.5 Language Policy in Africa

Post-independence African countries had a lot to change and amongst what was of great importance was educational reform (Brock-Utne, 2000b:4). This meant that languages needed to be reformed and advanced into languages of teaching and learning (Brock-Utne, 2000b:4). Brock-Utne (2000b) mentions the sad reality that the use of native indigenous languages is still connected to being uncivilized, while the use of colonist languages is associated with superiority and civilization (Brock-Utne, 2000b:4). Desai (2003) states that in Africa there is still conflict on which language to use in institutions of learning: the local language (being the mother tongue) or the colonial language (Desai, 2003).

African ministers of education are concerned and see a need for African languages to be preserved (Brock-Utne, 2000b:4). Desai (2003:46) argues that in South Africa, Afrikaans and English speakers are privileged enough to learn through their primary language, while it is taken for granted that non-English and non-Afrikaans speakers do not have the same privilege.

The main medium of instruction in Zimbabwe was the English language (Nhongo, 2013:1028). Although only two indigenous languages were recognized in the Zimbabwean educational system, the 1987 Education Act, Zimbabwe's Language Policy in Education promoted the use of indigenous languages (Muchenje et al., 2013). The policy resulted in indigenous languages being used as languages of teaching and learning (Muchenje et al., 2013).

The use of indigenous languages in higher institutions could lead to success, especially towards career development globally. A review conducted by Williams (2013), *Language-in-Education Policies in Malawi, Zambia and Rwanda* mentions that the language policy in Malawi promotes bilingualism, and English continues to be the medium of instruction while Chichewa is learned as a subject (Williams, 2013:40). In Zambian institutions English is also the medium of instruction, but the indigenous languages are not used as languages of teaching and learning (Williams, 2013:40).

In as much as Africa as a whole needed to advance indigenous languages, countries in Africa also needed to promote languages that were previously disadvantaged. One of the ways this

could be done was to advance marginalized languages and afford them equal status of English in universities, as this would also allow students to learn in a language of their choice, as mentioned in the South African Constitution.

2.6 History of Language Policy in South African Tertiary Institutions

The Bantu Education Act of 1953 stated that all black students in their lower and higher primary years needed to be educated in their home language, and thereafter, they would be instructed in both English and Afrikaans (Oliver, 2001: no date). When looking at the African continent and at South Africa specifically, in the higher education system historically, foreign languages have dominated, which has led to a lot of inequality and the basis of the social discrimination that exists today (Oliver, 2001: no date).

The use of Afrikaans as a language of teaching and learning was the reason for the Soweto uprising in 1967. It was only after the protests and the apartheid era that South Africa set up an educational reform process (Van Wyk, 2014:10). Alexander (2010:16) argues that the national divisions that exist in South Africa are based on the different aspects of language such as gender, class and race are reinforced by social inequalities. He provides an example that shows that since English and Afrikaans are used as a primary standard of teaching in South Africa, Coloured, White and Indian learners who use these languages as their mother tongue have an advantage over African (Black) students who use one of these languages as their additional language (Alexander, 2010:16). When African educators and learners are denied their constitutional right and the opportunity to teach or be taught in indigenous African languages, this also affects their academic choices (Zezeza, 2006:20).

African languages remain undermined even though there is the principle of affording indigenous languages official status. Bunyi (1999) highlights the importance of African languages being released from what he calls “the Eurocentric colonial legacy” and sees “the grounding of African education in African indigenous, cultures, primary vehicles for social transformation” (Bunyi, 1999:20).

As cited in Bamgbose (1991:38), UNESCO mentioned that the African continent needs to increase its teaching and learning of indigenous languages in institutes of higher learning. Balfour (2007:2) mentions that introducing language policies in institutions contributes to

multilingualism in the education system, which further contributes to nation building. Sookra (2006:2) notes that introducing the IsiZulu language at UKZN will support students who are not English speakers in being able to fully express themselves in their mother tongue. This will also improve participation in higher education institutions by improving opportunities for access and success.

Armstrong (2012:4) states that traditional teaching methods suppress the responsibilities of the student. In education, students assume a receptive role and now old teaching methods are challenged by the new technologies introduced for teaching and learning in (HEIs). The national Department of Higher Education and Training (DHET) mentioned that in order to raise success rates, the improvement of teaching and learning is important (DHET 2012:3) and it “has acknowledged the strategic role of monitoring, evaluating and financing teaching and learning” (DHET 2012:3). Henard and Roseveare (2012:20) state that lecturers need to implement pragmatic methods of teaching that are intended to empower the students through participation.

There are impressive policies and legislation on language that have been put into place. However, even though almost all universities in South Africa have adopted a language policy, there are challenges that face higher institutions of learning, especially at the implementation stage of the policy (Kaschula, 2013: 6). In a study *Understanding language policy as a tool for access and social inclusion in South African Higher Education: A critical policy analysis perspective* by Cele (2021), Kaschula (2013) draws lessons from the challenges Rhodes University encountered in their language policy and the challenges that come with teaching an indigenous language. It led to students losing interest in African languages and this is seen through the low number of graduates who graduate with an African language as their major, especially at postgraduate level at Rhodes University (Kaschula, 2013:5-6). The study conducted by Tshotsho (2013) at the University of Fort Hare on *Mother tongue debate and language policy in South Africa* mentioned the constraints being the limitations of resources such as facilities, funding, materials, books and human resources which are necessary for successful policy implementation (Tshotsho, 2013:20).

Hadebe (2001:42) conducted a study at UKZN on the issues that arise from the implementation of the language policy and found that most learners and their parents do not prefer being taught in IsiZulu because they feel as if it is not important, as they already know the language. English

is regarded as a language that can get people employment rather than any other indigenous African language, as indigenous languages do not provide access to tertiary institutions or jobs (Hadebe, 2001:42). English is seen as a language that has status and holds power not only in South Africa, but also internationally (Hadebe, 2001:42).

Revitalizing African languages in South African universities is important, but more especially amongst the native speakers. Ohyama (2013) states that in a country such as South Africa, implementing a language policy is not easy because of the different languages that exist (Ohyama, 2013). Moreover, having an inclusive language policy is essential in order to fully embrace the cultural and language diversity that exists in the country. According to Professor Wright, the decision taken to adopt the National Language Policy was political, and she mentions further that policy planners miscalculated the level of social motivation that would be needed in order to develop this policy (Wright, 2002). The main mistake of the language policy is not being able to first re-educate and develop enough professional native language teachers (Wright, 2002). For indigenous languages to be recognized in universities, it is important to educate teachers in the language that they will be teaching (Wright, 2002).

It is important to note that South Africa's universities have adopted their own language policies as an assurance toward improving multilingualism. The University of Johannesburg's language policy contributes to a multilingual attitude, as the university is based within a linguistically diverse province. Its objective is to further contribute to the future of African languages as languages of academic study (University of Johannesburg Language Policy, 2019). The university therefore put forward IsiZulu, Sesotho sa Leboa, English and Afrikaans as primary languages. The strategies in the implementation plan provide the necessities that are outlined in the language policy.

The Rhodes University language policy intends to form social cohesion by endorsing multilingualism, although English is used for teaching and learning (Language Policy of Rhodes University, 2019). Conditions for the use of African languages are offered, and IsiXhosa is used for research, teaching and administration at the University (Language Policy of Rhodes University, 2019). Furthermore, the university intends to support Afrikaans, IsiXhosa and English through courses for university students and staff. The promotion of IsiXhosa by the university is part of the redress of previously disadvantaged indigenous languages.

The language policy of the Stellenbosch University commits itself to promoting multilingualism by implementing its language policy using three languages of the Western Cape province (Language Policy of Stellenbosch University, 2022). The language policy was approved in 2016, revised in 2021 and, thereafter, implemented in 2022. As stated in the language policy, IsiXhosa, English and Afrikaans will be used for teaching and learning at Stellenbosch (Language Policy of Stellenbosch University, 2022). IsiXhosa will be introduced into different disciplines while English and Afrikaans will be used for teaching and learning at the university. However, communication at the university will be delivered in all three languages and the university has set frameworks that will enable departments at the university to develop their implementation plans for the policy. The language centre at Stellenbosch University aims to provide feedback, support, conflict resolution mechanisms and monitoring of the policy (Language Policy of Stellenbosch University, 2022).

The language policy of the University of Pretoria is to redress past historical imbalances by implementing a policy that will seek to promote multilingualism and academic equality at the university (University of Pretoria Language Policy, 2022). The principles that guide the policy strive for inclusiveness at the university and to be part of transformation. The institution is set on making sure that Sepedi is developed to the highest level. Moreover, English, Sepedi and Afrikaans are the official languages of communication at the university (University of Pretoria Language Policy, 2022). The university stated that all students who had enrolled in 2018 would continue to receive their academic material in Afrikaans and answer assessments in Afrikaans (University of Pretoria Language Policy, 2022). The university is also responsible for ensuring that there are necessary resources available for the Language Development Plan.

2.7 UKZN Language Policy 2016

The UKZN aims to recognize South Africa's multilingual policy by implementing a language policy that recognizes English and IsiZulu (Language Policy of the University of KwaZulu-Natal, 2016). The policy will allow for effective communication with the aim of forming a bilingual university. By implementing the language policy, the university intends to acknowledge the official languages in South Africa, promoting IsiZulu as a language of teaching and research and achieving the academic status of English (Language Policy of the University of KwaZulu-Natal, 2016). The language policy has two phases and each emphasizes different

implementation aspects of the policy. Currently, the university is in its second phase of implementation.

2.7.1 Language Policy Implementation Challenges at UKZN

An anecdotal evidence suggests that not everyone views the UKZN language policy implementation in a positive way (Naidoo, 2006; Shandu, 2016). For instance, Professor Ian Scott cited that UKZN was very ambitious in introducing the language policy considering that it could be difficult for some to master IsiZulu if they have never done it at school (Jenvy, 2013). Similarly, university stakeholders, including parents, fear that the language policy would potentially replace English as a language of learning and teaching (Naidoo, 2006). There has been a lot of controversy around the UKZN language policy, both from academics and regional newspaper reporters, as to why the university chose to promote IsiZulu. It was mentioned that IsiZulu would be more appropriate for the University of Zululand and not necessarily UKZN.

Kangira (2016) highlights some of the implementation challenges in universities and mentions that the lack of strict monitoring of language policies in tertiaries leads to poor policy implementation. Moreover, the private sector not providing support to the development of African languages is another challenge, as is the lack of interest in the promotion of African languages by minority groups (Kangira, 2016). In as much as language policies exist, the onus is also on people to show interest in their languages, unlike the case of Mozambique, where Fernados and Ntando (2002) mentioned that the country's language policy showed favour to Portuguese. It is evident that sometimes foreign languages are prioritized, while indigenous languages still hold low status. The findings of a study by Zikode (2017) at the University of Pretoria reveal that UKZN has not encountered a lot of implementation challenges as compared with other universities such as North-West University and the University of Pretoria. At UKZN, the contributing factor to successful policy implementation has been the language plan, the University Language Board (ULB) and the ULPDO (Zikode, 2017:117).

There are numerous studies that have been conducted on the implementation of the language policy in South African higher institutions. In an article titled, *Multilingualism for Access, Language Development and Language Intellectualization* Hlongwa and Wildsmith (2010) mention that to promote multilingualism at the UKZN, short courses were introduced. The students and staff members were provided with short courses to assist them to learn IsiZulu. This

was especially important for students who were registered for professional degrees, as it was supposed to assist them to develop better communication with their clients (Hlongwa and Wildsmith, 2010). In an article titled *Teaching and learning isiZulu as a second language for professional purposes*, it was recommended that professional boards make IsiZulu as a prerequisite for non-mother tongue IsiZulu speakers from when they start their degrees until they finish (Hlongwa-Ndimande et al., 2010).

The findings in a study conducted by Mthombeni and Ogunnubi (2021) at UKZN titled, *A socio-constructivist analysis of the bilingual language policy in South African higher education: perspectives from the University of KwaZulu-Natal*, found that what is stated in the language policy and students' stated preferences of language use contradict each other. The study further found that in terms of teaching and learning, students preferred to use English (Mthombeni and Ogunnubi, 2021). Students acknowledge the importance of mother tongue education, but the limitations that the implementation of the language policy at UKZN might have on their performance academically is what holds back students from fully embracing the language policy (Mthombeni and Ogunnubi, 2021). Their findings also revealed that the staff at UKZN preferred to continue using English as the only language for teaching and learning (Mthombeni and Ogunnubi, 2021).

2.8 Attitudes on Multilingualism in Institutions of Higher Learning

The successful application of any language policy lies in the attitudes and perceptions towards the policy by the policy makers and the recipients of the policy (Reilly et al., 2022). Attitudes and perceptions highlight the understanding and the ideology that informs the policy (Reilly et al., 2022).

Although multilingualism can be used to improve educational practices, some educators in Ghana thought that introducing multilingualism would confuse students and that the language policy would not help students express themselves in English (Reilly et al., 2022). In Malawi, educators were in favour of English being the medium of instruction because they believed that when students speak English frequently it leads to them being more fluent in the language (Reilly et al., 2022).

Mashele (2013:1) has stated that by virtue of the UKZN introducing IsiZulu, the university would become a “cultural academy” where there would only be IsiZulu speaking students, as other language speakers would not enrol at the university because they would feel forced to learn IsiZulu. However, De Vos (2013:1) expressed a different view, stating that the requirement for students to learn another language is a way of promoting cultural diversity in universities. Furthermore, language policies aim to do away with students being embarrassed for not being able to articulate themselves in English and to participate equally in academic activities (Chetty, 2013).

Wright (2004) points out that indigenous languages are also downgraded by societal constructs. For example, in the Seychelles parents voiced that their children would not be taught in Creole, as it is not a proper language nor significant for education. Mutasa (2015) looks at attitudes held by academics and he mentions that some do not show interest in mother tongue education. Furthermore, Mutasa (2014) alludes to the situation where the view held by content lecturers shows their lack of interest because they think that it is solely African language departments that are responsible for the implementation of indigenous languages. The perceptions held by academics, staff and managers is important for policy implementation because they are able to positively influence the implementation process (Tummers, 2012: 172). From parents to students, English is still believed to being the only key that can open employment opportunities (Kangira, 2016).

2.9 Mechanisms for Language Policy Implementation

The mechanisms for policy implementation consist of the development of language departments which will be responsible for language interpretation, editing, translation and term banks (Kaschula, 2004). The Department of Arts and Culture and the Pan South Africa Language Board (PANSALB) also need to have in place short courses, training courses, translations and training programmes (Implementation Plan, 2003:20). Both entities were responsible for campaigns that would draw public attention to the use of mother tongue and the benefits of multilingual policies (Implementation Plan, 2003:20).

2.10 The Limitation of Resources

The unavailability of resources is a problem for the successful implementation of language policies. Resources such as facilities, books and materials, human resources and funding are a

shared problem in most developing African countries (Kangira, 2016). The challenge emerges from indigenous languages being elevated to official languages and there not being enough funds to do this. Government organizations which are responsible for developing languages are not receiving sufficient funds (Kangira, 2016).

Dr. Thandi Lewin gave a presentation on *Resources for the implementation of the Language Policy Framework* in which she stated the intention to establish a funding model which will make provisions for language development plans (Anstey, 2021). The implementation of language policies at universities will be monitored to track whether or not the desired goals are achieved. Universities will also need to indicate their developments in line with the funding (Anstey, 2021).

2.11 CONCLUSION

This chapter has defined multilingualism as the capability of speaking and understanding multiple languages. Multilingualism is important in the aim to redress past language disadvantages in education. In both the international and African contexts, language policies are yet to be fully developed in many countries, as there are not enough policies that have been implemented, especially in higher institutions. The emphasis of universities implementing their own language policies has been a great effort in acknowledging and promoting indigenous languages. The literature reveals that in as much as language policies have been implemented at South African universities, there are still challenges that hinder the implementation process such as human resources, funding, books and materials. Moreover, attitudes and perceptions from students and parents are also influential in ensuring that language policies reach the status of the English language in the near future.

CHAPTER 3

THEORETICAL AND CONCEPTUAL FRAMEWORK

3.1 Introduction

The conceptual framework that the study uses is the implementation framework, because it is appropriate to interpret and analyze the following research questions: (i) What is the UKZN students' understanding of multilingualism and its place in higher education, (ii) What are the experiences of UKZN students of the implementation of a language policy, (iii) What are the processes, systems, mechanisms, and structures used by the UKZN to implement its language policy, (iv) What are the experiences of the UKZN staff in implementing the language policy. The chapter specifically focuses on issues related to policy implementation. These areas are: conceptualisation of public policy, policy processes, policy implementation, policy approaches (top-down approach and bottom-up approach), interpretive policy implementation, street level bureaucracy, factors for successful policy implementation using Brynards 5C Protocol, barriers to policy implementation and multilingualism.

3.2 Public Policy

Public policies are commonly understood to contain government guidelines or a set of actions and plans that government aims to utilise to achieve its mandate or to resolve some problems that exist in society (Anderson, 1997:8). Public policy provides a statement of an ideal situation or future purposes and outlines the means to attain them. That is to say, public policies are an answer to the questions about what government does, why government does things in a certain way and the consequences that emerges from that (Dye, 1976:12). Public policy is described in various ways in the literature and there is no set definition.

Since policies function in a manner that directs and regulates development activities in specific areas of state interest, policies are instruments of development. Thus, public policy defines and/or expresses the way government seeks to carry out development in a specific field (Hogwood and Gunn, 1984). Easton (1979) alludes to the notion that public policy is the "authoritative allocation of values for the whole society". Policy is made by the authorities who have power in the political system such as legislators, administrators, executives and judges.

These are the people who are able to make policy because they have power within the political system (Sivaramakrishnan, 2012).

Moreover, implementation or non-implementation of public policies is often defined by the actions of the actors in relation to these policies (Sabatier and Mazmanian, 1979:481). In some cases, although the declaration of policies is geared towards specific social problems, policies may not always address the problem as initially intended; unintended results or consequences may emerge from the implementation of such policies (Parsons, 1995). For instance, where the implementation of a historical marginalised language fails, the consequences of this may be the strengthening of perceptions (Spillane, Reiser and Reimer, 2002:391).

The UKZN language Policy is an example of the execution of the national governments Language Policy Framework for Public Higher Education Institutions, which seeks to redress past language inequalities. There are various processes that public policy goes through (Howlett and Ramesh, 2003:11-12). From inception, it undergoes various processes before it is established and applied by government.

3.3 Public Policy Process

There are different processes involved in making policy. In 1956, Laswell introduced seven phases of the policy process. However, today there is a differentiation between only five phases of the policy cycle, which are (i) agenda setting, (ii) policy formulation, (iii) policy adoption, (iv) policy implementation and (v) evaluation (Laswell, 1956). The first phase in the policy making process identifies the problem that needs intervention by the government. There are numerous problems that exist and need intervention, although only a few will be identified by the decision makers and therefore create the policy agenda (Shepsle and Weingast: 1987:10). Political, economic, cultural and social factors determine if a problem goes onto the agenda (Shepsle and Weingast: 1987:10). The second phase encompasses discussions around the problem and trying to define whether it will be accepted or not and what actions can be taken regarding the policy problem (Howlett and Ramesh, 2003:147). Policy adoption is the third phase, which determines the different policy options that have been decided by the government (Anderson, 2003:126). The fourth phase is implementation, which puts policy into action because its success is determined by the application (Pressman and Wildavsky, 1973). The last phase is evaluation, in

which policies are accepted and put into effect, and then evaluated (Howlett and Ramesh, 2003:210).

This study focused on the implementation analysis of the language policy at the UKZN. The study by Cochrane and Malone (2010) states that once a policy has been approved and compiled as a policy document, it is then put into action in order to attain its goals. This policy stage is therefore referred to as the implementation stage (Malone, 2010).

3.4 Policy Implementation

The concept of implementation, in its literal sense, refers to accomplishing or carrying out a specific task (Paudel, 2009). Policy implementation may therefore be regarded as a procedure where goals are set and action is taken to reach the goals (Pressman and Wildavsky, 1984; Pressman and Wildavsky, 1973). Thus, policy implementation signifies the carrying out of policy decisions, that is, translation of policy goals and objectives into action by society and/or private individuals, usually incorporated in a law enacted by a legislature (Khan and Khandaker, 2016; Mazmanian and Sabatier, 1983). All of this implies that the purpose of implementation in a policy cycle is to make certain that the required results of a policy are reached (Hill and Hupe, 2002:5). As such, it is policy implementation that shows clear articulation of the ways in which government puts policy into practice (Howlett and Ramesh, 1995).

According to Sabatier and Mazmanian (1980), the policy implementation process has five distinct stages. In the first stage are the decisions from the implementing agencies and there are also policy outputs (Sabatier and Mazmanian, 1980:553). Stage two comprises of compliance from the target groups from decisions that have been adopted (Sabatier and Mazmanian, 1980:553). In stage three are all the impacts of the policy decisions that have been made. The fourth stage is all the policy decisions that are perceived and might impact the policy. In the last and fifth stage are the political systems evaluation of the statutes based on the revisions in the content (Sabatier and Mazmanian, 1980:553)

Core implementation components are defined as “the specific drivers that produce a high-quality and successful implementation” (Fixsen et al., 2009:533). Regarding implementation, core components exist not only because of the quality programme, but the core components are also processes that each lead to success (Fixsen et al., 2009:533). According to Fixsen et al. (2009), there are seven core implementation components: “staff selection, pre-service and in-service

training, ongoing coaching and consultation, staff performance assessment, decision support data systems, facilitative administration supports and systems intervention”.

Rossi and Freeman (1993) define programme monitoring as “the systematic assessment of program coverage and delivery” (Rossi and Freeman, 1993:212). Once a programme, policy or project has been implemented, it is necessary to monitor and evaluate the process (UNICEF, 1991). Monitoring and evaluation are tools that are used to inform the decision-making process, and for accountability, programme monitoring needs to be undertaken, as it is important for the people who have funded the programme (Rossi and Freeman, 1993:166-175).

According to Matland (1995), there are two main perspectives on policy implementation that have contributed towards the literature and dominated the process of implementation literature for the past century. These are the top-down and bottom-up approaches to understanding, monitoring and evaluating policies (Matland, 1995: 155). Policy implementation differentiates between the two approaches, and they both vary in terms of their roles and the policies that they relate to (Matland, 1995:155).

3.5 Approaches to Policy Implementation

3.5.1 Top-down Implementation Approach

The top-down approach makes a case for the capability of the implementers to centrally control public policy purposes, while governing the implementation phase in attendance. In this approach, public policy is understood as an input and public policy implementation as an output (Hill and Hupe, 2009: 60). Top-downers assume that it is the government that makes decisions and for there to be effective policy implementation, there needs to be a top-down approach (Sapru, 2011).

Moreover, this approach looks at ways in which the government implements the decisions that it has made (Sapru, 2011). It aims to discover reasons for the scope of the implementation carried out. Top-downers normally focus on policies that are clear (Matland, 1995:155) and often recommend that government should have goals that are attainable, to minimize any policy change (Matland, 1995:155).

Top-downers place emphasis on the people who make policy rather than on the people who are affected by it (Cerna, 2013:18). The position of those who challenge policies is ignored (Moe,

1989:277), as this approach presumes that only policy developers have control in the policy implementation process (Elmore, 1979:603). A strength that top-downers have is trying to create dependable patterns throughout the varied policy spheres (Matland, 1995). However, the approach is criticised for eliminating political aspects and only considering implementation as a governmental process in which the local actors are not considered (Matland, 1995). The top-down approach does not reflect on past actions; instead, it takes legislative decisions as the first point (Matland, 1995). The study applied the top-down approach to understand the experience of staff on the implementation of the language policy.

3.5.2 Bottom-Up Implementation Approach

Hill and Hupe (2009:61) describe the bottom-up approach as one that places emphasis on the fact that implementation should identify all the key and critical actors that are involved in public policy implementation, putting emphasis on those who deliver services and target groups. The approach contends that policy is made at the local level (Matland, 1995:146). The assumption is that significant discretion should be given to the implementers as the critical actors, as they negotiate how the implementation process will happen. Lipsky (1980) mentioned that, “the discretion of those who are relied upon to implement policy in the field is a key factor in successful implementation”. This statement further emphasises the role that is played by local actors in implementing policy. However, bottom-uppers are normally condemned for overstating local power and supporting administrative accountability over democratic accountability (Lipsky, 1980). Their focus is on comparing policy success to the policy goal and whether the goal has been attained or not. Moreover, top-downers describe what the goal is and aim to determine its failure or success. They normally support a policy that will at the very least reach its target.

In this study the bottom-up approach was used to explore the students’ understanding of multilingualism and its place in higher education. It used this approach to understand the experiences and perceptions of students based on the implementation of the UKZN language policy.

3.6 Interpretive Policy Implementation

Aside from the two predominant policy methods identified in the preceding paragraphs, there is also the interpretive approach to policy implementation. This approach is focused on how policy

meaning is constructed and communicated (Yanow, 2000:31). It aims to interpret policy by focusing on the policy problem, how that problem can be interpreted and what issues impact the policy (Yanow, 2000:31). The interpretive policy is applied so that the meaning of policies is understood by both those who make policy and those who implement policy (Yanow, 2000:31).

Orlikowski and Baroudi (1991) mention that, “The core idea of interpretivism is to work with subjective meanings already there in the social world”. This means that people become more aware of their existence and they are able to recreate it (Orlikowski and Baroudi, 1991:13-13). It is important to understand information through interpreting it, because this allows social groups to become more aware of their realities, their views and to establish their actions (Orlikowski and Baroudi, 1991:13-14).

There are three main actors in the process, that is, legislators, implementing agencies, and affected individuals or clients (Yanow, 2000:10). Of significance is that, given this wide range of actors and, as such, interests, implementation may not be a smooth process, because multiple actors would lead to a wide range of interpretations by each party concerned. Thus, the environment of policy implementation is likely to be severely challenged, as disputes on policy “do not die once a piece of legislation has been passed: they survive and resurface in subsequent debates, as well as in implementation actions” (Yanow, 2000: 10). From an interpretive approach to policy implementation, the focus must be on how multiple understandings merge to provide peculiar methods of policy implementation (Pülzl and Treib, 2007).

This study used the interpretive approach to policy implementation because it seeks to explore the various respondents’ meanings, interpretations and experiences of the UKZN language policy and programmes. This approach is appropriate to its aim to answer questions on the views and experiences of the teaching and learning of IsiZulu non-mother tongue by UKZN students and lecturers and also to understand the challenges that students have encountered through the teaching and learning of IsiZulu non-mother tongue.

3.7 Street-Level Bureaucracy

Street-level bureaucracy, as defined by Lipsky (2010:4), is personnel working directly with citizens and interacting with people on a day-to-day basis. Lipsky mentions that street-level bureaucrats work for the government and are responsible for service delivery in government

(Lipsky, 2010:4). Street-level bureaucrats are also described as “the frontline workers or policy implementers in government agencies such as the health service, police service and schools.” (Erasmus, 2010:1). Erasmus (2010:1) states that teachers, doctors, nurses and policemen are examples of street-level bureaucrats. Lipsky (2010:3) points out that in the implementation of public policy, workers are very important, as they are the central actors in delivering implementation (Lipsky, 2010:3).

The street-level bureaucrats work in different environments where they are supposed to show compassion to citizens, perform to their managers’ expectations, and also deliver the set policy goals (Lipsky, 1980:3). However, they often do not have adequate resources and their work environment can be overwhelming, which leads to them creating their own conducive working environment as a coping mechanism (Lipsky, 1980:3). They can, therefore, shape policy implementation in the way that they execute policy, by their attitudes and behaviour (Lipsky, 1980:5). Lipsky (2010) points out that street-level bureaucrats can thus always make their own decisions. Thus, at times, street-level bureaucrats need to be able to respond to challenges presented by clients and policy goals that are not always stated clearly, as the details of a policy are not always finalized before policy implementation (Lipsky, 2010:15). Moreover, Lipsky (2010) argues that the behaviour of street-level bureaucrats is influenced by their work environment and mentions the “corrupted world of service” that street-level bureaucrats work in and how they end up lowering their expectations of clients and themselves (Lipsky, 2010:15).

Hupe and Hill (2009:280) state that discretion is important in both the top-down and the bottom-up approach of policy implementation, but that in the top-down approach, discretion is not as important. In regard to street-level bureaucrats, in the top-down approach there is a perception that they use the idea of discretion to their own advantage (Hupe and Hill, 2009:280). However, the bottom-up approach views discretion as important, as it helps with ensuring that in different situations the rules are followed, which enhances the efficiency of a programme or policy (Tummers and Bekkers, 2014:6). According to Cohen and Gershgoren (2015:269), public policy is not implemented at a top-down level, but at a bottom-up level, and street-level bureaucrats are used to implement policy. They interact directly with their clients (Cohen and Gershgoren, 2015:270) and the decision-making is determined by views, values, opinions, social networks and perceptions of the decisions they make (Cohen and Gershgoren, 2015:270).

There are a number of challenges that street-level bureaucrats encounter (Lipsky,1980:29). For instance, street-level bureaucrats have to perform tasks with limited resources. Lipsky (1980:29) mentions that the scarcity of resources presents itself in different ways, one of which could be having to assist clients. Moreover, the delivery of services could be slow (Lipsky, 1980:29) because the time which street-level bureaucrats spend (on paperwork) in filling out forms can be a distraction and also a limitation it is time that could be better spent with clients (Lipsky,1980:29). The theory of street-level bureaucracy by Lipsky is used in this study to understand the experiences of the lecturers and tutors in teaching ZulN101 to first years at UKZN-PMB campus.

3.8 Factors for Successful Policy Implementation

Effective policy implementation “requires compliance with statutes’ directives and goals; achievement of specific success indicators; and improvement in the political climate around a program” (Hill and Hupe, 2002:75). Mazmanian and Sabatier (1983) identified three conditions for the successful implementation of any policy. The first condition is that policy objectives must be well defined and reliable. The argument that they make is that a well-articulated policy with defined objectives is easily translatable and, as such, it can offer a standard of legal assessment and optimal appropriation of resources (Mazmanian and Sabatier, 1983). In the second condition, they argue that it is necessary that causal assumptions included in the policy must be appropriate so that there is some accuracy on the underlying theory behind a policy and a practical action of how the policy will bring about change. In the third condition, they argue that policy laws can have an impact on implementation at an operative level because of their distinctiveness and their priorities (Chukwemeka, 2013:2). The policy implementers need to ensure that they are committed to all their legislative objectives (Sabatier, 1979:481). It is important that all the conditions are met in order for a policy to be effectively carried out. A policy will be effective if the decisions that have been made are not ambiguous and also not influenced by the different socioeconomic conditions (Sabatier, 1979:481). Five factors that contribute to successful policy implementation are discussed below.

Stakeholder engagement

In policy implementation stakeholder engagement is important. Veronesi and Keasy (2009:3) state that policy stakeholders are both those people responsible for implementing a policy and

those who are also directly affected by the policy in a positive or negative way (Veronesi and Keasy, 2009:3). Schalk (2011:4) mentions that the success of policy implementation is influenced by stakeholder engagement, as they share their knowledge, skills and resources. Mthethwa (2012:43) states that, in as much as stakeholders are involved in policy implementation, there are challenges, such as their lack of commitment when they are meant to implement a policy (Mthethwa, 2012:43).

Communication

Rahmat (2015:309) asserts that communication is a contributing factor to successful policy implementation. When implementation takes place there needs to be communication amongst target groups and stakeholders in the form of sharing information amongst each other (McLean, 2012:63). In order to ensure that policies that are not beneficial to target groups are not implemented, communication is important amongst implementers of the policy and the target groups (McLean, 2012:60).

Team work

The ability to work in teams by policy implementers is another factor that can lead to successful policy implementation (Muhammad, 2014:69). According to Muhammad (2014:70), stakeholders can share knowledge and ideas of how a project, programme or policy could be implemented. Policy implementation involves different actors and it is important that there is team work involved as this can limit problems that may arise, as stakeholders may not be able to address issues on their own (McLean, 2012:65).

Trust

Another important factor to successful policy implementation is trust (Brynard, 2009:560). In order for a policy to be implemented successfully, there needs to be a high level of trust and confidence amongst those implementing the policy (Brynard, 2009:560). The people involved must all believe that no one will hinder the implementation process (Brynard, 2009:560).

Funding and Resources

According to Durlak and DuPre (2008), the availability of funding and resources is a condition for the successful implementation of a policy. As much as funding may be necessary but it will not generate the success in the absence of resources (Durlak and DuPre, 2008:336). Greenhalgh et al., (2004: 608) mention the importance of funding entities not withholding resources, as successful implementation takes time.

3.9 Policy Implementation Challenges

There are a number of issues that pose challenges to policy implementation. Lipsky (1980:2) argues that bureaucrats can shape policy intentions by their attitude and how they execute policy. This is because in policy, public servants and bureaucrats are responsible for its implementation, particularly when they interact directly with people when they deliver services. Lipsky (1980:5) also notes that public servants and bureaucrats have a lot of discretionary power in the positions that they hold in society; therefore, they can change the meaning of policy. Given that misconduct is common in most public service domains, actors have been recorded as deviating from the actual policy intention (Lipsky, 1980:2). The consequence of this is the failure of policy implementation, as the desired policy goals are no longer met.

Moreover, Howlett and Ramesh (2003:72) report that there are bureaucratic agencies in government that might have their own interests, which can also lead to policy failure because even though there might be a policy agreement that has been made, individual interests can negatively skew the process of policy implementation, leading to other deleterious consequences. Three of the challenges that are encountered in the process of policy implementation are discussed in more detail below.

Lack of stakeholder engagement

According to Mthethwa (2012:42), a policy could fail if there is no stakeholder engagement and their participation in policy implementation may be determined by factors such as policy content, context and resources. Sometimes, stakeholders are not committed enough to ensuring that the required outcomes of a policy are achieved (Mthethwa, 2012:42).

Absence of Communication

Amongst policy stakeholders, a lack of communication can hinder successful policy implementation and this can lead to policy implementation failure (Rahmat, 2015:310). Limited communication hinders the sharing of information of a policy, which results in implementing policies that target groups do not find relevant (Rahmat, 2015:309).

Lack of Teamwork

Policy implementation may fail if implementers do not work as a team (Muhammad, 2014:67). During the course of policy implementation, they may face challenges when making decisions as a result of not being able to work together (Muhammad, 2014:69). Muhammad (2014:70), argues that a lack of team work hinders the process of implementing policy through the sharing of ideas and how the project, programme or policy should be implemented (Muhammad, 2014:70).

3.10 The 5C Protocol as a Tool for Policy Implementation

The 5C Protocol is another tool to measure the success of policy implementation or challenges faced. Each ‘C’ can contribute to success if included and be a challenge if not taken into consideration. The protocol refers to the five variables that guide the flow of implementation (Brynard, 2005). According to Brynard (2005:15), the variables for successful policy implementation are: “Content, Context, Commitment, Capacity and Clients and Coalitions.”

Content

The content of a policy is key to its implementation (Fokane, 2013). It is important because it clarifies both the purpose of the policy and the underlying value behind a policy action (Magoro, 2010). In this regard, the content can either be distributive, redistributive, or regulatory (Lowi, 1972:49). The aim of distributive policies is to produce public goods for the over-all wellbeing of the people. In redistributive policies, the practical reason is an attempt to redress inequality and re-allocate resources for equity and equality. For example, in the social context redistributive policies such as the implementation of the language policy in higher education is aimed to address the inequality of indigenous African languages. In the case of regulatory content of policies, there are regulations that are put in place to restrict behaviour (Anderson, 2003; Bulmer

et al., 1986:1-5). This is done by the government to control economic or social activities. The South African policy framework for higher education and the UKZN language policy is redistributive, as it explores the redress of previously marginalized indigenous African languages in institutions of higher education.

Context

It is arguable that, since policies are implemented under different institutional conditions and given that policy implementation does not happen theoretically, they are affected by the economic, social, political and legal settings in which they are implemented (Brynard, 2005; Banting 1986 in Bulmer et al., 1986:148-149). For this study, an analysis of the contextual realities such as political, social and economic are important factors that influence the implementation of the language policy (Brynard and De Coning, 2006:198). The policy setting needs to be constant so that there is support for its implementation.

Hjern and Porter (1981) discuss two dimensions, which they refer to as “implementation structure”. These dimensions distinguish the vertical and horizontal dimensions of policy implementation (Hjern and Porter, 1981); the vertical dimension focuses on the hierarchy based on the policy problem, while the horizontal aspect relates to the process of negotiating with policy actors who are involved in the implementation of a policy (Hjern and Porter, 1981). May (2002:230) further emphasizes the outcome that the horizontal dimension has on policy implementation. It is necessary to understand that there are a number of implementation institutions within implementation structures (May, 2002:230). Furthermore, implementation structures are able to redirect policy and involve individuals who are capable of implementing them (May, 2002:230).

Commitment

Of equal importance for the successful implementation of a policy are the availability, willingness, and ability of competent implementers (Brynard, 2000). It is reasonable to suggest that while a policy could meet all the necessary requirements for success in terms of content and resources required, the same policy could not be effective if the implementers are not committed to its success (Brynard, in Cloete and Wissink, 2000:181). It is therefore important for

implementers to work towards the same goal, because commitment requires all implementers to carry out the objectives of the policy in order for it to be successful.

Capacity

Capacity to ensure effective implementation could be technological, logistical, financial and human (Brynard and De Coning, 2006). These capacities are necessary, as they contribute to the efficient, operational ability and capacity to deliver public goods and services to achieve policy objectives (Brynard and De Coning, 2006). Apart from tangible capacities, intangible elements such as commitment, leadership, courage and motivation are also being involved. Besides the tangible and intangible factors that affect capacity, it is argued that a conducive economic, political and social environment is necessary for the implementation of a policy (Brynard, in Cloete and Wissink, 2000:181-182). Effective policy implementation can only happen where the right capacity is created or deployed to match policy objectives and goals (Brynard, in Cloete and Wissink, 2000:181-182). The accessibility of the necessary resources such as finances is vital in establishing how implementation will happen and whether or not it will be successful (Brynard and De Coning 2006:200). Having enough financial resources makes it easier to capacitate the implementation of a policy.

Clients and coalitions

Successful policy implementation also requires cooperation from clients (i.e. recipients of the policy intent and action) and coalitions (i.e. those who have power and resources to make the policy work) (Brynard and De Coning, 2006: 199). Therefore, government and other policy implementing agencies must join forces with key individuals and formations to build partnerships to ensure the successful implementation of policy. For instance, clients and coalitions are important in successful policy implementation because one group can differ in their idea about a policy and that could completely change the course of policy implementation.

In the implementation of the language policy at the UKZN, the actors involved are management, staff and students. Influential clients and coalitions are those whose wellbeing will be “improved

and/or threatened by the successful implementation of the policy, and who would do anything to break and/or make the implementation of the policy” (Paul, 2010).

3.11 Multilingualism

Multilingualism is defined by Corson (1990) as “the recognition and the use of more than two languages in every sector of the community” (Corson,1990:10). According to Mateene (1999) multilingualism is having the ability to speak, write and read one’s language, meaning that being multilingual is not only limited to being able to understand more than one language, but it is also being able to write and read in different languages (Mateene,1999:10).

In education programmes, multilingualism is aimed at developing communicative proficiency in more than two languages (Mateene, 1999:10). Mabiletja (2008) contends that it can be viewed either as a barrier to teaching and learning, or as a resource for teaching and learning (Mabiletja, 2008:20). Tokuhama-Espinosa (2003) views multilingualism as a barrier to teaching and learning, and mentions that multilingualism does not allow for learners to be proficient in the language that is commonly spoken (Tokuhama-Espinosa, 2003:20). Tokuhama-Espinosa (2003) adds that it may have a negative impact on the learning process, as students get confused when they do not acquire adequate skills in another language (Tokuhama-Espinosa, 2003). Similarly, Brock-Utne (2000) mentions that multilingualism is a barrier in tertiary education (Brock-Utne, 2000b:178). However, Cummins (1986) contends that students seldom have problems if they have acquired academic proficiency in their first language. Therefore, it becomes easier to learn a second language, as the skills are transferred and students can attain academic progress (Cummins, 1986:12).

Cummins (2000) and Komorowska (2011) state that multilingualism is a resource for teaching and learning and view it as a way that can improve educational outcomes and reduce the number of drop-outs. Cummins (2000) also believes that multilingualism provides students with skills that they can use beyond their academic life as “they will become valuable assets in their society” (Cummins, 2000:12), enabling students to communicate better with people from different backgrounds (Cummins, 2000:12). De Klerk (1995a) states that multilingual students have different perspectives of the world and they can study and work in different countries adding that there are more job opportunities available for them besides professional and academic credentials. Most employers look for an individual that is fluent in a desired language

as an added advantage (Webb, 2000:228). Multilingual education thus allows for individuals to actively participate in a multilingual world (De Klerk, 1995a).

Poth (1997) identifies four types of approaches that can be used to teach second language students: the communicative approach, the participatory approach, the integrative approach and the contrastive approach, which are discussed in more detail.

The Communicative Approach

The aim of the communicative approach is for students to be in a communication situation whereby they are motivated to interact with each other in the target language (Poth, 1997:16). The approach allows for students to express themselves in a different language (Poth, 1997:16).

The Participatory Approach

The participatory approach is concerned with the notion that languages are ill-equipped to deal with realities that have been introduced and new ways of thinking that have been developed over time in other cultures (Poth, 1997:20). Therefore, a new language is considered to be inadequate in terms of translating all human experiences that are perceived in communities that have developed new world views as expressed in their languages (Poth, 1997:20).

The Integrative Approach

This approach entails placing both the students first language skills and their cultural experiences into the content of the additional language that they are learning to transfer different experiences into the teaching situations (Poth, 1997:18).

The Contrastive Approach

The contrastive approach tries to identify what is common in the language that the students are familiar with and the one that is being taught (Poth, 1997:13). The approach moves from what is known to the unknown and from what may be difficult to what is easy, therefore teaching the aspects that are different (Poth, 1997:13).

3.12 CONCLUSION

This chapter defined public policies as those that contain government guidelines to achieve its mandate or to resolve problems that exist in society. The five stages in the policy-making process: agenda setting, policy formulation, policy adoption, policy implementation and evaluation are discussed. Policy implementation ensures that policy goals are reached and the chapter further distinguishes between the top-down and bottom-up approach in implementation. The top-down approach believes that decisions are taken by the policy makers; the bottom-up approach is of the view that policy implementation is made by those who implement it. In the chapter, the interpretive approach to policy focuses on interpreting policy by understanding the policy problem and how that can be interpreted. Street level bureaucracy focuses on those who are directly affected by the policy on a day to day basis. For policy implementation to be a successful there are factors that need to be considered, the objectives of a policy need to be clearly stated and how the policy will bring about change. Some of the challenges to implementation that relate to lack of stakeholder engagement, absence of communication and lack of team work are discussed.

In the chapter, the 5C Protocol by Brynard is elaborated on as context, commitment, content, capacity clients and coalitions which are variables for successful policy implementation. Finally, multilingualism as a concept for the implementation of the language policy at UKZN is presented and the teaching methodologies that are used for teaching non-mother tongue students are outlined.

CHAPTER 4

POLICY AND LEGISLATIVE FRAMEWORK: UKZN LANGUAGE POLICY

4.1 Introduction

This chapter provides an analysis of the various frameworks for language policies and those that guide the implementation of language policies in higher education institutions from international, African and South African declarations, conventions, policies and legislation. The three international language policy frameworks discussed are the UNESCO 1993 Language Policies for the World of the Twenty-first Century report, UNESCO Declaration of International Mother Tongue Day 1999 and the United Nations Scientific and Cultural Organization Declaration 2003. The three African frameworks discussed are the Language Plan of Africa 1985, the Harare Declaration 1997 and the Asmara Declaration on African Languages and Literatures 2000. The South African policies, legislation and language policies discussed are the PANSALB Act 59 of 1995, the Constitution of the Republic of South Africa 1996, the National Education Policy Act 27 of 1996, the Language in Education Policy 1997, the Promotion of Access to Information Act 2000, the KwaZulu-Natal Provincial Language Policy 2008, the Language Policy Framework for Public Higher Education Institutions 2020, the Use of Official Languages Act 12 of 2012, and the South African Languages Act 2011. The chapter then discusses two UKZN policies: The University of KwaZulu-Natal Language Policy 2016 and the University of KwaZulu-Natal's Transformation Charter 2016 and its language plan of 2014 and. These frameworks provide principles, implementation, governance and guidelines for the development of language internationally, regionally and locally.

The processes, systems, mechanisms, and structures that are employed by the UKZN to implement its language policy are identified, analyzed and discussed in the context of the mandates of the Language Policy Framework for Public Higher Education Institutions.

4.2. International Language Frameworks

4.2.1 UNESCO Declaration of International Mother Tongue Day 1999

The Declaration of International Mother Tongue Day was approved at a UNESCO conference in 1999, reflecting UNESCO's determination to preserve diversity amongst languages and culture

and is commemorated every year on the 21st of February (UNESCO International Mother Tongue Day, 1999). In view of the important role languages play of transmitting and preserving knowledge in society, this conference aimed to support and preserve linguistic diversity by focusing on the protection of indigenous languages (UNESCO International Mother Tongue Day, 1999). Thus, the intention of the international mother tongue day was not only to promote diversity in language and culture, but also multilingualism. Languages play a very important role in developing and attaining intercultural discourse while also achieving quality education (UNESCO International Mother Tongue Day, 1999). UNESCO considers first language education or mother tongue education as the core basis of learning (UNESCO International Mother Tongue Day, 1999). In order to ensure that the use of mother tongue is being promoted, it is important that everyone speaks, writes and reads in their home language. The international mother tongue day thus recognises the significance of language and encourages everyone to express themselves in their preferred language.

4.2.2 The United Nations Scientific and Cultural Organization Declaration 2003

As language is one of the most common ways of communicating, it is vital that endangered indigenous languages are supported (UNESCO, 2003:2). In an international meeting UNESCO, developed a document entitled, “Language Vitality and Endangerment” (LVE) (UNESCO, 2003:2) which outlines the essential tools that are useful for the revitalization of languages. The guidelines consist of nine LVE factors to measure the level of endangerment of a language (UNESCO, 2003:2). The nine guidelines are:

1. “Intergenerational language transmission; the transmission of language from one generation to another
2. Absolute number of speakers; the minority group of a language are at risk of losing their language compared to the majority of language speakers
3. Proportion of speakers within the total population; an indication of language vitality as this refers to the number of language speakers compared to the total number of the population group
4. Shifts in domains of language use; where what is spoken about and with whom affects if the language will be transmitted onto the next generation

5. Response to new domains and media; as communities change so do languages
6. Availability of materials for language education and literacy; education in the language is important as many communities are traditional and literacy in their language is their pride
7. Governmental and institutional language attitudes and policies including official status and use; governments and institutions hold explicit policies towards the dominant and subordinate languages
8. Community members' attitudes toward their own language; there are people who hold negative attitudes towards their languages and this hinders integration and economic mobility within communities
9. Amount and quality of documentation; the quality of language materials must be identified as there is a need to document indigenous languages" (UNESCO, 2003:2).

4.2.3 The Language Policies for the World of the Twenty-First Century: Report for UNESCO 1993

The Language Policies for the World of the Twenty-First Century Report for UNESCO (1993:33) provides guidelines on how to promote the development of language policy in the world through encouraging communication in the medium of mother tongues. In this report, mother tongue is defined as "the language possessed by an individual, referring to the central role of the mother in the primary socialization of the child" (UNESCO, 1993:10). The report focuses on the educational aspects of language policies and language awareness worldwide (UNESCO, 1993:4). It explains the pressures faced by institutions of higher education for the necessity for each institution to draft its own language policy (UNESCO, 1993:34). The language policies adopted in higher education institutions must ensure that there is a balance between the language spoken by the majority and the language spoken by the minority (UNESCO, 1993:35). The report, in paragraphs 6.9.6 and 6.9.7, argues that a policy is an affirmation of the rights of citizens and is a declaration that all persons be afforded the right to be instructed in their preferred language or a language that their family identifies with most (UNESCO, 1993:43).

For educational purposes, the development and implementation of language policies is important and the report mentions that every citizen has a right to be educated (UNESCO, 1993:3). Furthermore, section nine of the report focuses on the development of the education system. Subsection 9.2.2 elaborates on the importance of multilingualism and that it is a challenge that all citizens encounter. Therefore, there should be measures that are undertaken which will prepare the future generation for intercultural exchange (UNESCO, 1993:46). Subsection 9.2.3 elaborates on the use of mother tongues as the official language of state “to promote the use of mother tongues as languages of instruction” and to also advance the status of indigenous languages as they are seen by society (UNESCO, 1993:46). Thus, the report emphasises the importance of developing and implementing language policies in the world, in order that citizens can exercise their rights of being educated in the language of their choice. As the issue of language gains momentum internationally, there is also much interest in the development of indigenous languages in Africa.

4.3 African Language Frameworks

4.3.1 The Language Plan of Action for Africa 1985

In June 1985, the Language Plan of Action for Africa was initiated by the Organization of African Unity (OAU) to coordinate and develop African language policies for African countries (Language Plan of Action for Africa, 1985:1). The aim of the language plan was to make sure that African languages take up their rightful place in communication and to replace the European languages which have been dominant in African states. Moreover, the plan was to encourage the use of indigenous languages in educational institutions (Language Plan of Action for Africa, 1985:1). It was implemented to promote African unity and to break barriers that exist in language. This African language plan mentions the importance for each African state to develop a language policy which reflects the socio economic and cultural realities of each state (Language Plan of Action for Africa, 1985: 2). This policy needs to reflect the needs of the people. Furthermore, the purpose is to foster continental, national and regional language unity in Africa, since multilingualism is becoming prevalent in African states (Language Plan of Action for Africa, 1985: 2). The language plan for Africa was intended to ensure that African languages are used in institutions of learning. Thus, as the language plan is implemented the significance of multilingualism is also realised.

4.3.2 The Harare Declaration 1997

The Intergovernmental Conference on Language Policies in Africa was organised in Harare, Zimbabwe in March 1997. The discussions produced the Harare Declaration 1997. The conference was unique in that the participants included language specialists and political leaders from all over the African continent. The intention of the conference was to find new methods to advance language development efforts on the continent (UNESCO, 2006). Essentially, the declaration constituted a continental vision that intended to create an Africa with a participatory democracy (UNESCO, 2006). It proposed that African countries need to ensure that their language policy is clear and that all languages spoken within countries are represented (UNESCO, 2006:3). The declaration mentions three strategies for implementation on three levels:

- (1) Pan-African Level: The government needs to become aware of linguistic issues and to understand that issues are broad and that all steps leading to policy implementation should be defined,*
- (2) Regional Level: African language needs to be revitalized within the regional level and;*
- (3) Government Level: It is important that collectively, African governments formulate their own language institutes this will ensure that language requirements are specified regarding training and education. Language boards have the responsibility of dealing with language issues such as terminologies or translation. Individually, universities have been able to establish central language planning services (UNESCO, 2006:4).*

The Harare conference successfully paved the way for the growing awareness of the necessity to establish mechanisms for coordinating language policy and planning (UNESCO, 2006). The declaration brought together African member states to deliberate on language matters in the African continent.

4.3.3 The Asmara Declaration on African Languages and Literatures 2000

The Asmara declaration was adopted at a conference held in Asmara from the 11th to the 17th of January, 2000, titled *Against All Odds: African Languages and Literatures into the 21st Century*

(Asmara, 2000). The conference was attended by scholars and writers from different regions of Africa to examine the state of indigenous languages. The aim of the conference was to declare that:

- African languages should be spoken on the African continent
- African languages should be given recognition as it is important for African people
- African learners have the right to be educated in their first language and greater efforts should be made to develop indigenous languages
- In order to develop languages, research on African languages should be promoted as indigenous languages remain important for decolonization (Asmara, 2000).

The Asmara declaration called on all African states to support and recognize first languages in Africa, and was seen as the beginning of a new policy which needed African people to become a part of the efforts to achieve its goals. The call for developing African languages has escalated in different countries in Africa, such as the Constitution of South Africa supporting the development of all languages spoken in the country the Acts and policies that have been adopted to support the development of indigenous languages.

4.4 South African Language Frameworks

4.4.1 The Pan South African Language Board Act 59 of 1995

The PANSALB Act 59 was adopted for the purpose of developing official South African languages. The board was established in terms of the Constitution for the promotion of multilingualism and to provide opportunities for the development of languages. The Act aims to recognize the execution of multilingualism in South Africa while developing all languages that were marginalized in the past. It provides a mechanism for the country to identify, implement and further the principle of multilingualism by advancing formerly excluded languages. The Act further seeks to make provision for the formation and operationalization of the PANSALB Act 59 of 1995 (Republic of South Africa, 1995). Section 3 (a) (i) of the Act mentions that the reason for creating this board is “for the promotion of equal use and enjoyment of all the official South African languages.”

From a constitutional standpoint, the core objective of the PANSALB Act 59 of 1995 was to support bilingualism, multilingualism and to develop measures that would set a precedence towards achieving respect, adequate protection and lead to an advancement, resuscitation and improvement of formerly disadvantaged languages, and which were historically not fully recognized (Republic of South Africa, 1995). Additionally, the PANSALB Act 59 of 1995 also sought to support the progress of legitimate South African languages and support the growth of different languages used by people in South Africa under the Act. It is guaranteed independence and impartiality as in the fulfilment of its mandate. The PANSALB Act 59 of 1995 has the power to make recommendations at any level of government on policies that focus on language which already exist or are being proposed. As a board in its own independent capacity, the PANSALB Act 59 of 1995 can advise on the implementation of policy and legislation on matters pertaining to language. The PANSALB Act 59 of 1995 was crucial for the development of South African languages.

4.4.2 The Constitution of the Republic of South Africa 1996

The Constitution of South Africa is the highest law that has obligations which must be fulfilled. It was formulated in 1996 to establish democratic values, to repair historical divisions, to identify past inequalities and to better the lives of all citizens. The Constitution is the ultimate rule of law that has obligations which must be fulfilled by each citizen (Republic of South Africa, 1996a).

In the Constitution, the use of official languages is highlighted, noted in section 6(2) and 6(4), which obliges the state to promote indigenous languages, to implement legislative measures and to monitor the use of languages in South Africa (Republic of South Africa, 1996). Section 6(2) of the South African Constitution states that:

“Recognising the historically diminished use and status of the indigenous languages of our people, the state must take practical and positive measures to elevate that status and advance the use of these languages.” (Republic of South Africa, 1996a:4). This implies that the protecting provisions take into cognisance the possibility that linguistic minorities might be prohibited from enjoying these rights due to lack of enabling mechanisms.

Section 9(3) of the Constitution mentions that no one can be falsely discriminated based on their language and everyone is considered to be equal (Republic of South Africa, 1996a). Section

29(2) of the Constitution entails the right for every individual to be able to get an education in any South African language. As a result, the Constitution covers a range of conditions that specifically have an impact on matters referring to the rights of languages. For instance, section 6(1) of the Constitution accepts all languages that are used in the country (Republic of South Africa, 1996a).

The Bill of Rights asserts that:

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

Additionally, the section requires ways for the government to institute effective admission for individuals to be educated in their preferred language. These include considering all sound education choices, consisting of the establishment of single-medium educational institutes. However, the section sets out three conditions that should be taken into consideration: fairness, feasibility and the need to amend the legacy of past ethnically prejudiced acts and customs (Republic of South Africa, 1996a).

Under Section 30 the Constitution affirms that:

“Everyone has the right to use the language and to participate in the cultural life of their choice.”

In Section 30, the Constitution entitles individuals to use their mother tongue, which will contribute in ethnic life, as long as it does not contradict with the conditions regulated in the Bill of Rights (Republic of South Africa, 1996a).

In Section 31(1) (a) it is stated that individuals who belong to any linguistic society may not be deprived of their right to appreciate their beliefs and practice their language of choice (Republic of South Africa, 1996a). The meaning of this clause in the Constitution is to ensure that every individual is allowed to use any language, because in the past not all languages were used for formal learning. Therefore, any mechanism preventing the use of a particular language in schools or universities and other contexts constitutes a violation of section 31.

The committee for advancing the constitutional rights of Ethnic, Spiritual and Linguistic Societies is established in Chapter 9 (Republic of South Africa, 1996a). Section 185(1) of the

Constitution asserts that the objective of the committee is, amongst other things, aimed at promoting “respect for the rights of the cultural, religious and linguistic communities” (Republic of South Africa, 1996a:105). Section 185(2) also aims to “monitor, investigate, research, educate, lobby, advise and report on issues concerning the rights of cultural, religious and linguistic communities” (Republic of South Africa, 1996a: 106).

In the Constitution there are three fundamental rights. The first right is that which allows for all people to use their own language. The second is the right to be able to develop a language. The third right is to understand different languages while also recognizing previously marginalized languages.

4.4.3 The National Education Policy Act 27 of 1996

The National Education Policy Act was adopted in order to assist with the democratic change of the education system, to uphold the rights of South African people and to serve their interests (National Education Policy Act, 1996:2). The *Directive Principles of National Education Policy* in Section 4(a) placed emphasis on Chapter 3 of the Constitution, which mentions that the rights of every individual should be protected. In Section 4(v) it is stated that all students should be instructed in the language they prefer. Section 4(viii) expresses the right of “every person to use the language and participate in the cultural life of his or her choice within an education institution”. This statement also highlights the fundamental principles of the education policy, as Section 4(c) mentions the importance of attaining unbiased opportunities, especially in education and the redress of inequities in South Africa’s education system (National Education Policy Act, 1996:6).

In section 4(l) the Act mentions

“enhancing the quality of education and educational innovation through systematic research and development on education, monitoring and evaluating education provision and performance”

This statement is another principle of the national education policy. The importance of education is stated and the determination of the policy by the Minister is directed towards the enhancement of education (National Education Policy Act, 1996:8). The determination of the policy by the Minister is section 3(4) states that it is the Minister who determines the planning, monitoring and evaluation, financing, and governance of the education system. Therefore, any legislation

mentioned in section 3 will be introduced in parliament or published in the Gazette, if referring to regulations (National Education Policy Act, 1996:8).

As stated in section 8(1), the standards of education will be monitored and evaluated by the education department annually, which will also ensure that progress is assessed and complies with the provisions mentioned in the Constitution and in the national education policy in section 3(3) (National Education Policy Act, 1996:10). In section 8(3) the department will undertake monitoring and evaluation, thereafter the data will be analyzed and gathered by suitable means through the provincial departments of education (National Education Policy Act, 1996:10). The National Education Policy Act supports the development of language based on Chapter 3 of the Constitution. Moreover, the principles of the Act reaffirm the importance of individuals being allowed to use any official language.

4.4.4 The Language in Education Policy 1997

The Language in Education Policy (LiEP) emphasizes the rights of the individual to decide on the language they want to be taught in, which will have an effect on the learning system's ability to promote multilingualism (Language in Education Policy, 1997:1). This policy also supports the teaching and learning of languages that are used by South Africans, to further combat the inequalities that are a result of mismatches between indigenous languages and the languages that are used as languages of instruction (Language in Education Policy, 1997:2).

In this policy language is defined as “all official languages recognized in the Constitution, and also South African sign language, as well as alternative and augmentative communication.” (Language in Education Policy, 1997:3). Section 3(1) provides a policy for language in education along with stipulations and requirements of the Constitution (Republic of South Africa, 1996b). The National Education Policy Act 27 led to the adoption of the LiEP. The aim of the LiEP was to overhaul a system that only recognized English and Afrikaans and effectively diminished and/or eliminated indigenous languages from the linguistic map (The Language in Education Policy, 1997). The Constitution designates all approved South African languages to enjoy equal status in education.

The policy goals are to ensure that different programmes that are part of previously disadvantaged languages are developed (The Language in Education Policy, 1997). Furthermore,

all citizens have the right to choose the language that they will use for teaching and learning. The policy also addresses the gaps that exist between languages of instruction (The Language in Education Policy, 1997).

Essentially, the LiEP intends to fully contribute in the public sphere as well as in the economy by affording all citizens a fair chance in teaching and learning. The LiEP thus intends to develop a policy for language, which supports growth amongst students. This policy would in effect improve multilingualism as a method of learning (Department of Education, 1997: 2-3).

4.4.5 The Promotion of Access to Information Act, 2000

The objective of the Promotion of Access to Information Act is to make certain that there is access to information, as mentioned in the South African Constitution, that resides with another individual, but is needed for the exercise of a particular right or any matter that is connected therewith (Promotion of Access to Information Act, 2000). Section 32 (1) (a) of the Constitution affords that, “everyone has the right of access to any information held by the state”.

Furthermore, the Act states in Section 31(a) that access

“Exists in the language that the requester prefers, be given access in that language; or 31(b) does not exist in the language so preferred or the requester has no preference or has not indicated a preference be given access in any language the record exists in”.

Therefore, the Act puts emphasis on information being made available in different languages so that individuals may have access to information in their preferred languages.

4.4.6 The Language Policy Framework for Public Higher Education Institutions 2020

The Language Policy Framework for Public Higher Education Institutions was “*determined in terms of Section 27(2) of the Higher Education Act, 101 of 1997 (As Amended)*” by the Minister of Education to govern education in higher institutions and to develop multilingualism in South African universities through policy and practice. This policy framework replaces the *Language Policy for Higher Education 2002*. In higher education institutions, students are still faced with challenges related to language (Language Policy Framework for Public Higher Education Institutions, 2020). Therefore, it was required that all South African universities prevent the challenges of the underdevelopment of multilingualism, while also making sure that indigenous

languages are advanced to languages of research, teaching and learning. The language policy framework defines multilingualism as “the effective use of multiple languages either by an individual or by a community” (Language Policy Framework for Public Higher Education Institutions, 2020:7). Indigenous languages are defined as “languages that have their heritage roots in Africa and belong to the Southern Bantu language family” (Language Policy Framework for Public Higher Education Institutions, 2020:7).

As the policy has been revised and there is more prominence on the progress of multilingualism as a way of including everyone in the university community, the policy seeks to put languages at a higher level in education institutions and to align with Section 29 (2) of the Constitution (Language Policy Framework for Public Higher Education Institutions, 2020).

The purpose of this framework is to develop and strengthen local languages for instruction, communication and scholarship in higher education institutions. In the policy it is stated that universities should make it clear in their language plans how African languages will be developed. It is also vital that mechanisms on how languages will be developed are reflected through continuous research undertaken by universities and that strategies are written on the intellectualization of local languages in institutions of higher education.

Institutions of higher education need to ensure that their language policies align with the policy framework and once they have developed their language policies, they should revise them. The education department has ensured that there are requirements that need to be met once policies are implemented. Moreover, policies need to be supported by implementation plans in each institution, which must be reviewed and monitored (Language Policy Framework for Public Higher Education Institutions, 2020:17). On an annual basis, universities are required to report to the department on the progress of their implementation of the language policy and language development plans. Institutions also need to be supported with adequate capacity resources such as “information technology infrastructure relating to language development and preservation” while also implementing language policies and plans, and “universities also should provide means to promote access and success of students by providing quality supporting language services such as translation and interpreting services” (Language Policy Framework for Public Higher Education Institutions, 2020:17). Universities also need have their language development plans approved so that funding can be made available by the department using the funding model

for the implementation of the policy framework (Language Policy Framework for Public Higher Education Institutions, 2020:17). The language policy framework draws from the principles in the Constitution of South Africa, and in adopting the framework, challenges of underdeveloped languages in universities are highlighted. Thus, the policy encourages university communities to promote multilingualism through teaching and learning.

4.4.7 The KwaZulu-Natal Provincial Language Policy 2008

The provision of the KwaZulu-Natal Provincial Language Policy is based on Sections 6, 9, 29, 31 and 32 of the South African Constitution. The intention of the policy is to “Promote the equitable use of the main official languages spoken in KwaZulu-Natal”. It defines language as “human speech spoken or written or in a form of signs as a means for communication”. Multilingualism defined as “the use of three or more languages by an individual or by a group of speakers such as the inhabitants of a particular region or a nation” (KwaZulu-Natal Provincial Language Policy, 2008:8).

The policy makes certain that previously disadvantaged languages are redressed, puts more emphasis on the use of mother tongue language, and by so doing, ensures that the province continues to develop a more multilingual community (KwaZulu-Natal Provincial Language Policy, 2008:3). The implementation of such a policy in the province also supports the teaching and learning of native languages in South African organizations (KwaZulu-Natal Provincial Language Policy, 2008:6). Section 3 of the policy specifies the implementation strategies that are used by the government such as the phasing of the policy and acquiring sufficient human resources while continuing to implement programmes that promote the redress of marginalized African languages (KwaZulu-Natal Provincial Language Policy, 2008:6).

In subsection 2.4.1, the provisions of the policy determine that different government structures such as provincial government departments or institutions that perform public functions are bound by the provincial language policy (KwaZulu-Natal Provincial Language Policy, 2008:5). In implementing the policy, the local government has to consider which language their communities use or prefer (KwaZulu-Natal Provincial Language Policy, 2008:5). Furthermore, the policy will also develop multilingualism through the different languages that are used in government structures. Subsection 2.4.5.1 also mentions that these government structures need to agree on which language will be used for work purposes and that no individual will be at a

disadvantage because of not being able to use their preferred language (KwaZulu-Natal Provincial Language Policy, 2008:5).

Subsection 2.4.5.2 states that for communication, it is the language of the citizens that will be used and oral communication will be in the language preferred by the people (KwaZulu-Natal Provincial Language Policy, 2008:5). Section 3 of the policy focuses on the implementation strategy and in subsection 3.1 and 3.2 it is noted that government structures will have time allocated for their planning and allocation of resources they will need for policy implementation (KwaZulu-Natal Provincial Language Policy, 2008:6). Subsection 3.3 mentions that “regulating the language facilitation profession, i.e. translation, interpreting and terminology development, through development and appropriate legislation” (KwaZulu-Natal Provincial Language Policy, 2008:6). This is part of the strategies that government will use for implementing the provincial policy, which includes supporting the use of all languages through teaching and learning (KwaZulu-Natal Provincial Language Policy, 2008:6).

Government structures will be responsible for monitoring and reviewing the policy on the progress of its implementation, and this will be done on a quarterly basis to the MEC responsible for matters relating to language in the province (KwaZulu-Natal Provincial Language Policy, 2008:6). As indigenous languages develop, it is recommended that the policy is reviewed every five years in order to determine the relevance of the policy and respond to matters that arise during the implementation process (KwaZulu-Natal Provincial Language Policy, 2008:6). For language management to be promoted, the KwaZulu-Natal Provincial Language Policy encourages the learning of provincial official languages, as in doing so multilingualism will be initiated and sustained in communities.

4.4.8 The South African Languages Act, 2011

The purpose of the South African Languages Act was for national departments and national public entities to adopt language policies, and to observe the use of languages for government goals (South African Languages Act, 2011:2). The Act came into existence in support of efforts put in place to establish an enabling environment for promoting linguistic variety, societal fairness, even entrance to civic facilities and programmes, and particular detail for linguistic privileges in the context of making and strengthening an integrated and self-governing country (Republic of South Africa, 2000). It is necessary to develop and promote all languages nationally

to encourage the recognition of the standard of multilingualism as stated in the Constitution (Republic of South Africa, 1996a).

The objective of the languages Act was also to capacitate the state to “take practical and positive measures to elevate the status and advance the use of the historically marginalised languages” and to ensure that all constitutional provisions in terms of linguistic rights and issues are given expression, particularly in the Constitution Section 6 (Republic of South Africa, 2000). Primarily, the languages Act, in addition to its objectives, intends to effectuate the latter and its reality of the Constitution in Section 6 (Republic of South Africa, 2000: 3).

4.4.9 The Use of Official Languages Act No. 12 of 2012

The Use of Official Languages Act controls and checks the use of official languages for government purposes by the state, while also providing an establishment for the functions of a state language unit (Use of Official Languages Act, 2012:1). Moreover, the Act is constituted by the highest rule of law of South Africa in Section 6 (4). The Act has four objectives which are as follows:

- (a) To monitor and regulate the official use of mother tongue by the state
- (b) To advocate for fairness amongst all languages in South Africa
- (c) To provide information and services of national government
- (d) To manage and advance languages (Use of Official Languages Act, 2012:2)

Subsection 4(1) mentions that “Every national department, national public entity and national public enterprise must adopt a language policy regarding its use of official languages for government purposes” (Use of Official Languages Act, 2012:3). The Act applies to all public entities and public enterprises. It also needs to ensure that there is intergovernmental proficiency of all languages whereby a national language unit would be established to report on the languages used by the national government (Use of Official Languages Act, 2012:2).

Section 9(1) of the Act states that the minister needs to ensure that there is monitoring undertaken for the use of official languages for government purposes by the national government (Use of Official Languages Act, 2012:4). All national departments need to submit a report to the

PANSALB and to the minister on an annual basis regarding the implementation of its language policy and the activities of their language units (Use of Official Languages Act, 2012:4).

Every national public entity, national public enterprise and national department must ensure that practical measures are taken to elevate the status of historically diminished indigenous languages with the hope of advancing the use of these languages in accordance to section 6 of the Constitution (Use of Official Languages Act, 2012:3). The UKZN's language policy is guided by this Act, and responds to the Ministers call stating that all university's must adopt and implement a language policy.

4.4.10 The Language Policy of the University of KwaZulu-Natal 2014

The UKZN language Policy is informed by the Constitution of South Africa Section 6 (subsection 2 and 4) and the Use of Official Languages Act 2012 (UOLA, 2012) which states the importance that every national department and public entity formulates their own language policy, which should also be published. Moreover, the Minister of Higher Education and Training under the Higher Education Act of 1997 stated that each university should determine its own language policy and for that policy to be published (The Higher Education Act, 1997).

The purpose of the policy is to contribute to the proficiency of IsiZulu, which will impact society. It also identifies the importance for indigenous languages to be developed (University of KwaZulu-Natal, 2014:2). The policy maintains that IsiZulu is an indigenous language in South Africa whose status has been diminished. The university, through its policy, aims to elevate and advance the use of isiZulu. This is part of the government strategy that seeks to promote multilingualism.

The UKZN council approved and published the language policy in September 2006 (University of KwaZulu-Natal, 2014) and reviewed it in 2014. In the policy, the university mentions that it will "continue to use English as its primary academic language but will activate the development and use of isiZulu as an additional medium of instruction" (University of KwaZulu-Natal, 2014:1). The principles guiding the policy are as follows:

- The UKZN institution's research, teaching and learning needs to remain of the highest standard and to be renowned as such nationwide and worldwide.

- Government policy requirements inform the UKZN language policy.
- The language policy corresponds with the university's concept, alongside its goal to promote and nurture the acceptance of social values.
- The university similarly notes the position of isiZulu as a curator of values, tradition, and practice as a form of interaction.
- The UKZN identifies the prominence of the language of Afrikaans and the ethnic practice of the language of Afrikaans as a way of interaction.
- The purpose of the university is to improve communication through isiZulu, using teaching and learning as a method. Faculties are accountable to decide and effect the process, working together with the ULB.
- The policy of multilingualism requests respect and the cultivation of diversity in language.
- The language policy at the UKZN will be determined by leadership and example.

4.4.11 The Language Plan of the University of KwaZulu-Natal, 2014

The rationale of the UKZN language plan is to outline different aspects of the of the language policy and how it is carried out at the university. The language policy will be executed in two phases. Phase one was from 2015 to 2019 and was the basis for phase two, which is from 2020 to 2030 (Language Plan of the University of KwaZulu-Natal, 2014:1). The language plan is set as a guide for the language policy and to further track its progress and goals (Language Plan of the University of KwaZulu-Natal, 2014:1).

In Section 3.3.4 of the language plan it is mentioned that IsiZulu and English will be used during graduation ceremonies. Moreover, in 5.8 it is stated that the public face of the university will also follow suit by ensuring that information signs on university buildings will be in both IsiZulu and English (Language Plan of the University of KwaZulu-Natal, 2014:3).

The UKZN language plan in its first phase states that it will keep using English for teaching. However, using IsiZulu will be encouraged through the consultation of the university's language board and the different schools and colleges within the university (Language Plan of the

University of KwaZulu-Natal, 2014:4). Moreover, students and staff at the university will be assisted to develop their writing skills in both IsiZulu and English, with the colleges and deans holding the responsibility (Language Plan of the University of KwaZulu-Natal, 2014:4).

As mentioned in 7.6.2 of the plan, a term bank for IsiZulu will be created which will store standardized terms that can easily be accessed by all disciplines at the university (Language Plan of the University of KwaZulu-Natal, 2014:7). As stated in 8.3.2, the ULPDO is responsible for coordinating the provisions of IsiZulu at the university. Section 9.5 further notes that the ULB reports to senate regarding the approval of the plan and policy in relation to objectives that are accepted by the senate and executive of the university (University of KwaZulu-Natal Language Plan, 2014:8-10).

4.4.12 The University of KwaZulu-Natal Transformation Charter 2015

The transformation charter of UKZN is embedded in the principle of the university “to be the Premier University of African Scholarship”. In its quest for transformation the university aims to acknowledge the significance of indigenous languages as languages that can be used and applied in academia (University of KwaZulu-Natal Transformation Charter, 2015). The charter also mentions that the university community will be taught what transformation means and it will also be the responsibility of all members of the university to advance the transformation agenda.

The implementation of the UKZN language policy follows a directive from the Language Policy Framework for Public Higher Education Institutions 2022, which also aims to promote multilingualism at tertiary institutions. This study looks at the implementation of tertiary education language policy focusing on UKZN’s language policy. The UKZN language plan breaks down how the language policy will be implemented. The different phases of the policy focus on the processes, systems, mechanisms and structures used for implementing the policy. The UKZN charter is significant in that as language policies are implemented in universities, there is transformation that occurs within institutions of higher learning regarding languages of teaching and learning.

4.5 CONCLUSION

The process of developing indigenous languages is not only imperative on the African continent, but also in the whole world, as most people communicate in English universally. The South

African government's calls for all universities to adopt their language policy aims to advance African languages and to bridge the gap that exists between English and previously disadvantaged languages. In order for there to be successful execution of the policy, there are systems, structures and mechanisms that should be followed. The language policy is also guided by regulations from various declarations and acts. The South African Constitution has created an environment of accountability across all legislation, where each framework is obligated to adhere to what is stated in the Constitution regarding language rights. Most Acts also emphasize that people should make their own choice on which language they would like to speak and be taught in.

Furthermore, the focus of this study is on the case study of the UKZN, as an example of the use of IsiZulu. The purpose of the case study is to make an analysis of the implementation of IsiZulu at the university. The policy seeks to operationalize the national mandate by the Minister, for all institutions to have their own policy on language. The adoption of the UKZN policy will ensure that there is proficiency in IsiZulu, which will be part of nation building.

CHAPTER 5

FINDINGS AND ANALYSIS

5.1 Introduction

The chapter presents the findings and analysis from the data collected from focus groups and in-depth interviews on the implementation of the UKZN language policy in 2019. The data were collected from two focus groups from a sample of fifteen first year students who were registered for IsiZulu non-mother tongue (ZULN101) at the UKZN-PMB campus. In-depth interviews were also conducted with implementers of the module, three lecturers who teach IsiZulu-N at the UKZN-PMB campus, five tutors who tutor first year IsiZulu-N students, and the director of the ULPDO and dean and head of the School of Arts.

The chapter explores the perceptions of the students on the implementation of the UKZN language policy and their experiences of the teaching and learning of IsiZulu-N from lecturers and tutors on the PMB campus. Moreover, the implementation experiences of the language policy are also explored from implementing agents' perspectives, the lecturers, tutors, the dean and head of the School of Arts and the director of ULPDO.

The participants' responses are coded as: Lecturers and Tutors – LT1 to LT8; Director of the Language Planning Development Office – DLP; Dean and Head of School of Arts – DHS; Fifteen students FG1 – Focus Group 1; and FG2 – Focus Group 2.

The research questions of the study are:

- What are the UKZN students understanding of multilingualism and its place in higher education?
- What are the experiences of the UKZN students of the implementation of a language policy?
- What are the processes, systems, mechanisms, and structures used by the UKZN to implement its language policy?
- What are the experiences of the UKZN staff in implementing the language policy?

The findings were analyzed using issues raised in the literature review and theoretical framework. The concept of multilingualism, policy implementation theory and the 5C Protocol tool used to analyze successful policy implementation were used to analyze the findings of the study. The first and second research questions were analyzed using the concept of multilingualism and the third and fourth questions were analyzed using the policy implementation theory and the 5C Protocol.

5.2 Multilingualism

The section below provides responses to the following research questions

- What are the UKZN students understanding of multilingualism and its place in higher education?
- What are the experiences of the UKZN students of the implementation of a language policy?

According to Balfour (2007:2), introducing language policies in higher institutions contributes to multilingualism in the education system, which contributes to nation building. The response of one tutor in this regard was as follows:

“In UKZN the policy states that it aims to develop IsiZulu and because the language was disadvantaged it will help in advancing it to the level of English while the university becomes multilingual.” (LT-8)

One of the lecturers also pointed out that:

“The language policy of the UKZN is about advancing two languages which are English and IsiZulu. It’s also about students being allowed to be taught using both these languages equally at the university. They can also do research using IsiZulu and get knowledge using these languages which are English and IsiZulu.” (LT-3)

Another lecturer said that:

“it really is about just getting students to be familiar with some basic concepts, some basic phrases and basic things that they can use in the language and also to teach them a little bit about what’s important culturally in terms of their interaction with non-Zulu

speakers...or with Zulu speakers for non-Zulu speakers so that they are aware of certain things that people do or say and why they do them” (LT-2)

A respondent added that:

“I think the rationale is summarized in the objectives of the language policy and one of the objectives of the language policy clearly articulates the intention to develop isiZulu to attain the same status as English in academia and administration and the university after articulating that objective quickly states that it will provide facilities to enable the attainment of that status, so the university on the one hand commits to the fact that it will develop IsiZulu to attain the same academic status as English and provides resources for the attainment of that goal” (DLB)

Another said:

“So what UKZN has stipulated uh, which was actually a council or senate decision uhm, is that all students that come to UKZN who are non-IsiZulu speakers... uhm, there is a requirement that they enrol for a six month’s module in IsiZulu uhm, so that they get basic communicative skills in IsiZulu. So this is in line then with the, the language policy of the university which promotes bilingualism that is English uhm and IsiZulu so that is the expectation” (DHS)

5.2.1 Educators Understanding of Multilingualism at UKZN

Multilingualism in education programmes is aimed at developing communicative proficiency in more than two languages (Mateene,1999:10). A tutor said that:

“I think the purpose of teaching IsiZulu non-mother tongue is to promote multilingualism and for non-IsiZulu mother tongue speakers to be able to learn IsiZulu so that they can communicate with people who are here at UKZN who are Zulu speakers.” (LT-5)

A lecturer mentioned that:

“The purpose of teaching IsiZuluN is to help students get the basics of IsiZulu so they can communicate with other students and for them not to find it difficult to communicate with others.” (LT-2)

One tutor said:

“I think that the purpose if IsiZulu non-mother tongue is to be able teach non-Zulu speakers the basics of IsiZulu for better communication.” (LT-7)

Another stated:

“So, I think the purpose was for everyone on campus to be able to communicate and also to enforce the language policy that was introduced because at the end it has to work and it must show that it works so I think that’s why IsiZulu non-mother tongue was made to be compulsory to everyone.” (LT-6)

Another added:

“The purpose of IsiZulu-N is to teach basic IsiZulu to non-IsiZulu speakers. To advance their language skills and ensuring that they promote multilingualism in the university while communication is also important so learning IsiZulu makes communication a lot easier.” (LT-8)

Another tutor also said:

“if iLecturer ibuye ifake IsiZulu no one should say “I am excluded”, no one should say I don’t understand, so according to me the purpose of IsiZulu-N ukuthi IsiZulu non-speakers should also understand the other language which the institution recognizes” (LT-4)

The lecturers and tutors showed that they understood the purpose of the implementation of the language policy at UKZN and teaching IsiZuluN.

5.2.3 Students Perception of Multilingualism

According to Garcia (2009), “learning which involves language other than their first language, is closely related to learner identity and how that learner understands their relationship to the world” (Garcia, 2009:4).

A student said:

“Uhm, from my view or according to my opinion I think it has been made compulsory because err...as you can see, we’re living in KwaZulu-Natal and as a non-Zulu speaking student I might graduate and be offered a job here or maybe here in a village or something and I will encounter, or I have to deal with elderly people who don’t know how to speak other languages.” (FG-1)

Another also said:

“I think IsiZulu has been made compulsory because, especially because we live in KwaZulu-Natal and most people here speak IsiZulu so, it will give us the basics uhm...to know how to communicate with Zulu’s.” (FG-1)

The purpose of the language policy is to contribute to the proficiency of IsiZulu, which will impact society and also identify the importance for indigenous languages to be developed (University of KwaZulu-Natal, 2014:2).

One student stated:

“I think uhm, going into the working world it’s important especially living in KZN as well. For us to be able to interact with people because let’s face it English is not the only spoken language so we have to also accommodate for other language that is spoken a lot which is Zulu, so it makes sense that we have to know it or at least be able to speak it.” (FG-2)

Another student stated:

“I think that it’s because we are in KZN and also UKZN now has a language policy on it so that’s why, so that we can all learn it.” (FG-2)

There are different perceptions that are held by students on the implementation of the language policy and the reason why UKZN has made IsiZulu compulsory for all first year students.

5.2.4 Students Understanding of Multilingualism

Li (2008:4) defines a multilingual individual as “anyone who can communicate in more than one language, be it active or passive”. Multilingualism is developed through factors such as national education policies and home education. The European Commission (2007:6) states that

multilingualism is being able to use an additional language to communicate every day. The students' understanding of multilingualism was as follows:

One of the students said:

“When people are able to speak and understand a lot of languages, like how in South Africa there are eleven official languages and if a person speaks more than one language then we would say they are multilingual.” (FG-2)

One student said:

“Being multilingual for me is the ability to speak maybe more than...is it three languages, yah,” (FG-1)

Two students shared the same sentiments on multilingualism and said:

“Multilingualism err... I think its err...its being able to speak or being able to understand multiple languages.” (FG-1)

“Uhm, my understanding with that would be uhm the ability to speak or understand more than one language, yah.” (FG-2)

Another student stated:

“Multilingualism to me means learning more than one language and being able to...well, maybe not being professional into speaking it but at least have the basics to talk.” (FG-2)

These statements have shown that students understand what multilingualism is and its place in higher education institutions.

5.2.5 Educators Practice of Multilingualism Teaching Methods

The communicative approach allows for students to express themselves in a different language (Poth, 1997:16). The aim of the approach is for students to be in a communication situation whereby they are motivated to interact with each other (Poth, 1997:16). The UKZN lecturers and tutors elaborated on the teaching methods that they use to teach IsiZulu-N.

One lecturer said that:

“Those that do non-mother tongue, when I teach them I teach them as basics. I explain to them in English even though they are learning IsiZulu. The students that do IsiZulu mother tongue I teach and explain everything in isiZulu. Their IsiZulu isn’t the same, their IsiZulu is more difficult so I understand because they know IsiZulu whereas non-mother tongue speakers still need to be taught the basics such as greeting and differentiating between tenses and understand the vocabulary.” (LT-1)

Another lecturer mentioned:

“Yes, we do, uhm there are various teaching methods that you can use but we predominantly use a little bit of, a little bit of some of the older methods but predominantly the communicative teaching approach, so communicative language teaching approach. That’s what we’re using and that focuses more on getting students to not just learn how to read and write, which is what the previous methods did. They encouraged students to know grammar, they encouraged students to know how to write well but not to actually speak. So, the communicative approach tries to do a balance focusing more on fluency rather than accuracy.” (LT-2)

Another lecturer said:

“Yes, there are methodologies that we use besides using the book which helps in teaching IsiZulu-N. The communicative approach is a method that we use in teaching IsiZulu to non-mother tongue speakers.” (LT-3)

The contrastive approach tries to identify what is common from the language that the students are familiar with and the language which is being taught (Poth, 1997:13).

Another tutor stated:

“Not really, but obviously there has to be engagement in a tutorial unlike in a lecture where the lecturer might teach without students being able to engage and ask questions because there are a lot of students. So, it’s just asking them what they didn’t understand in class and what they need clarity on and what is it that they want to know in IsiZulu.” (LT-6)

One tutor replied as follows:

“The methodology that I use when teaching IsiZulu non-mother tongue is to create activities that they will be able to do in class, besides always referring to the book, they do the activities individually and in groups or we do them together as a class so that they practice and can identify what they know and what they don’t know.” (LT-5)

The director also stated:

“We have to capacitate the staff to teach effectively in both English and IsiZulu so of course we are still far off the mark, we haven’t started err...any teaching...as far as I know officially in both English and IsiZulu here at UKZN. Exams are still written in a single language and I...in my honest opinion, and I’ve shared this with academics here at UKZN, there is nothing that precludes err...anyone to provide exam questions in both English and IsiZulu.” (DLB)

The lecturers at UKZN use different ways of teaching IsiZuluN and different types of teaching methodologies are used that allow for effective teaching and learning. The lecturers do not only use one method, as student’s grasp information based on the different teaching methods that have been used during a lecture and tutorials.

5.2.6 Students’ Views of Multilingual Teaching Methodology

The contrastive approach tries to identify what is common from the language that the students are familiar with and the language which is being taught (Poth, 1997:13). The approach moves from what is known to the unknown and from what might be difficult to what is easy, therefore moving to teaching the aspects that are different (Poth, 1997:13).

A focus group respondent commented:

“Uhm, personally I feel like it needs to be more practical, like the textbook that we use its very good, like the layout and the uhm, language rules, the comprehension, everything is excellent but I feel like maybe we need more orals or more like interactive things, so we feel more comfortable speaking because our first actual interaction with it is in our oral. I think maybe in class we should just have a dialogue in front of the class or something like that so we be more comfortable maybe.” (FG-2)

A second respondent agreed:

“I think it will be better if we were, we were...what do you call it...allowed to interact more with each other cause you know we’re being taught basic things like they said the course is just to teach us how to construct basic sentences but I don’t think they would really help you a lot. We are taught to read and say certain words or certain phrases or certain sentences but we’re not taught how to translate other stuff.” (FG-1)

One student added:

“I personally think that the module is to get like credits that module is easy. I mean well, well for me personally, I don’t know for other people. We learning like uMama, uBaba who doesn’t know that? Okay, well that’s my view and opinion for me it’s too easy.” (FG-1)

The first-year students felt that they needed to interact more with other students during a lecture in order for them to participate more. Some students that felt as though the module was too easy for them.

5.2.7 Teaching Experiences of Lecturers and Tutors

Street-level bureaucracy is defined by Lipsky (2010:4) as the personnel who work directly with citizens and interact with people on a day-to-day basis. Lipsky further mentions that street-level bureaucrats work for the government and are responsible for service delivery in government (Lipsky, 2010:4).

The comment of one lecturer was:

“Okay, what I’ve noticed is that those that take IsiZulu-N don’t like it, it’s just that it’s a compulsory module and the fact that their degrees depend on it. It’s forceful, you can tell because some students end up not even attending lectures, I therefore have to emphasize the importance of them actually doing their work. They really don’t like it, if it’s something that they liked they would not have to be pushed so much. Those that love the module uhm, it’s easy to tell because they attend and pass. As a lecturer I can also tell that such students encourage me to teach even more because my students are passing and actually doing very well. Some students only attend the first lecture and we never see

them after that. However, they only show up during tests and they don't even pass that test and they continue to not attend.” (LT-1)

A lecturer commented as follows:

“Those that do the module and actually focus on doing it do well. Those that are not interested you can't do anything about them, whether they interested in Zulu or any other module you can't do anything about that. Uhm, but if students don't come to class they not going to enjoy the module, they not going to pass. If students come to class they enjoy the module, they enjoy...it also depends obviously on how you teaching and whether they can understand what is being taught and whether you have the passion and the drive to do what your learner expects and what they take from you.” (LT-2)

Cummins (2000) states that multilingualism provides students with skills that they can use beyond their academic life as “they will become valuable assets in their society” (Cummins, 2000:12). Being multilingual will enable students to communicate better with people from different backgrounds (Cummins, 2000:12).

A tutor explained:

“Through teaching IsiZulu to non-mother tongue speakers there are some that are not interested as they sometimes ask why they have to learn IsiZulu because they are not going to use it anywhere, regarding their line of work or whatever. Then there are those like uhm...those that are interested because they are aware that they will work with isiZulu speakers.” (LT-5)

When the lecturers and tutors were asked about their experience of teaching IsiZuluN, this is what they had to say. One lecturer said:

we've always had two streams. We've always had first language speakers and second language speakers ever since this particular department was created way, way back when it was the University of Natal. So, we've always taught non-speakers of Zulu, we've always taught first language speakers, so there isn't anything significant about this change.” (LT-2)

A tutor said:

“Students that are learning IsiZulu are interested in that languages especially those that don’t even have Zulu speaking friends because they show by trying to pronounce words that have clicks. Students also want to converse more in IsiZulu and learn how to translate sentences or saying’s that they know from English to IsiZulu. However, it is not all students who find it interesting to learn IsiZulu as we get asked what or uhm...where else will they use IsiZulu once they have passed the module.” (LT-8)

The tutors and lecturers mentioned that IsiZulu being taught at UKZN is not new. However, they have noticed that for first years who take the IsiZulu module there are some students that are not interested in the module and students often ask where else will they use IsiZulu after they have obtained their qualifications. Furthermore, students need to attend lectures in order to pass the module and one response mentioned that those who attend the module pass and enjoy IsiZuluN.

5.2.8 Students Experiences and Challenges of Learning in a Non-Mother Tongue

Mabiletja (2008) contends that multilingualism can be viewed as a barrier to teaching and learning or it can be a resource of teaching and learning (Mabiletja, 2008:20). Tokuhama-Espinosa (2003) views multilingualism as a barrier to teaching and learning, mentioning that multilingualism does not allow for learners to be proficient in the language that is commonly spoken (Tokuhama-Espinosa, 2003:15).

One lecturer said:

“The experience that I’ve had is that it’s not easy teaching someone who does not know the language. Another thing that I’ve experienced is that other students just do IsiZulu without liking it, all because its compulsory because of the policy of the university.” (LT-3)

Students expressed the problems and challenges that they encountered through the teaching and learning of IsiZuluN:

“At first I really couldn’t get why some words are the same in terms of spelling but then they mean different things. I got confused at times but as you learn you understand more.” (FG-2)

One student mentioned:

“I have had challenges with learning IsiZulu and trying to understand it so that I actually pass.” (FG-2)

Another student said:

“I have experienced a few challenges. I found the subject links in the Zulu language to be difficult to comprehend. I also found that one particular word can be changed into a whole sentence and with just a few vowel replacements it could change from past to future, that for me was confusing.” (FG-1)

Two students shared the same view and said:

“Yes, I have experienced uhm, challenges, like I said earlier the lecturer moves a bit fast with talking and with the pacing of the lesson. It’s not easy for me because I’m not good with languages besides English and Afrikaans but I’m only good with those because I’ve had years of practice and experience with them and uhm, uhm Zulu has a lot of rules which you have to remember and it can be a little complicated.” (FG-2)

“Uhm, challenges or problems...the only thing that I’d mention is that I think the...okay my lecturer goes uhm, fast at times so, it would make it a bit, like it would, you’d be nervous about you know falling behind because of the speed that she goes at.” (FG-2)

Furthermore, some students expressed that they have not had any problems with the teaching and learning of IsiZulu-N:

“Uhm no, I haven’t. I found it very easy uhm...especially with that book guide.” (FG-2)

One student stated:

“Uhm, not really it was, I felt it was...I felt learning was made easy basically, it didn’t have any hassles at all with regards to the teacher.” (FG-2)

A second student said:

“No challenges because the lecturer is always there to assist and the tutors as well. If you don’t understand something, even the book is not as difficult as we thought.” (FG-2)

Another commented that:

“No, I didn’t experience any challenges in the learning of IsiZulu.” (FG-1)

One student stated:

“I haven’t had any good experience because I found that for me learning IsiZulu has not been easy and even with the tests I felt that they weren’t as easy.” (FG-2)

Another student added:

“I find it easy to learn because I’m not good with languages. The teaching part has been good because I feel as if, if it was bad I wouldn’t be coping as well as I am. I won’t say that it’s all positive but my experience in learning IsiZulu has been good.” (FG-2)

Students have shared their experiences of being taught in another language and shared what was challenging about learning IsiZuluN. Most students did encounter a few challenges regarding the teaching and learning of IsiZuluN as they mentioned the fast pace in which the module is taught.

5.2.9 Students’ Perceptions and Attitudes on the Benefits of Learning IsiZuluN

Cummins (2000) and Komorowska (2011) state that multilingualism is a resource for teaching and learning. They view multilingualism education as a way that can improve educational outcomes and reduce the number of drop-outs. Cummins (2000) mentions that multilingualism provides students with skills that they can use beyond their academic life as “they will become valuable assets in their society” (Cummins, 2000:12).

The impact of learning IsiZulu by first year students is as follows:

One student said:

“I can have a proper conversation with a Zulu person now without uhm, you know stumbling here and there, yeah uhm without any problems.” (FG-1)

Another student said:

“It has a major impact on me, I can understand the basic of a whole new language other than English. For me, I feel a sense of achievement in understanding and speaking a language I never knew. I can converse...well, uhm, the basics at least, with my classmates and Zulu speakers that I come across.” (FG-1)

The response of one student in this regard was as follows:

“pronunciation and things like that so on my side uhm this module has really helped me uhm, to uhm...like it has given me that ability to put sentences together and to understand the rules behind things.” (FG-2)

Another student commented:

“Uhm, I would say that IsiZulu has had a positive impact on me to a certain extent. Uhm, by that I mean I can understand some Zulu words better but I still won’t be able to understand what most Zulu speakers are saying because a lot of Zulu speakers talk... they speak informally.” (FG-2)

Another student said:

“Learning Zulu has made me understand more than what I know about the language and I’m able to understand meaning of words better now. I honestly didn’t want to take the module but now I feel that it’s really not bad because I can greet and understand when people greet back in Zulu.” (FG-2)

One focus group respondent said:

“I’m able to communicate now, it’s making friendships a lot easier and...at first there was this language barrier cause it gets tiring to communicate in English all the time.” (FG-2)

Another respondent added:

“I feel like I’m able to interact with African people more because now if I stop and speak to them and if they naturally just start speaking IsiZulu I can somewhat understand what they saying, instead of being totally like “what are you speaking” you know...so it has

helped. It's made communication a lot easier I feel like I'm at more of an advantage than I was if I hadn't done the module." (FG-2)

The responses from some of the first-year students who took IsiZulu-N mentioned that learning in IsiZulu-N has had a positive impact on them in terms of communication.

5.2.10 Recommendation to Improve the Teaching and Learning of IsiZuluN

Students mentioned what they did to address the problems that they had regarding the teaching and learning of IsiZulu.

One of the focus group participants said:

"tutorials are also very helpful because you can ask questions and there are not a lot of people there." (FG-2)

One student said:

"I went for consultation and my lecturer was helpful." (FG-2)

A second one said:

"Uhm, I felt the more I practice with my textbook and activities that my lecturer had given me, the more I understood the work. I believe self-practice has worked well for me." (FG-1)

Another student added:

"I have consulted and spoken to some of my friends that are Zulu speakers." (FG-1)

One student also said:

"Lecturers are doing what they have too, so maybe improvement can be on the learning and that's the students' responsibility, to take the initiative and when you're around your friends try and communicate in IsiZulu so that it becomes easier for you." (FG-2)

In response to the university's plan is to improve the teaching and learning of IsiZulu, students expressed that teaching and learning could be improved in the following ways:

One student said:

“even the content you might find that its boring, can the lecturers try to make the module more interesting.” (FG-1)

Another student also said:

“I think maybe they could have more tutorials, especially for people who are doing IsiZulu for the first time who don’t even speak the language or have never been exposed to it.” (FG-1)

Two students shared the same sentiments and said:

“Uhm, allow them to interact with each other, don’t just teach them how to read and write, teach them how to talk to each other.” (FG-1)

“Well, right now I think that the module is fine as it is. However, maybe to improve our learning we can be given more opportunities to actually speak a lot Zulu in class because I feel that, that’s how we can learn better because when we are done with the lesson we don’t use Zulu. So, in class maybe like how we have the oral we can have more of that like uhm...an unprepared speech then the lecturer would maybe choose a topic for us or a word and we would have to say something about that in Zulu. I think if they introduce something like that Zulu will become more fun because everyone will be more involved.” (FG-2)

Another student mentioned:

“I think if the lectures were like separated into like single periods and you come in and you learn a concept and you know it sticks and then the next period it’s something else and then I think that would be better.” (FG-2)

Five students held the same view and said:

“I feel that the lecturers need to go a bit slower, I mean at a slower pace for students, uhm, especially with subject links and completing sentences as those really are the

foundation for IsiZulu. I also think that first years should be exposed to more vocabulary words as it is easier to construct sentences.” (FG-1)

“I think that uhm, for the lecturers to go at a slower pace, cause it’s too fast. Learning over fourteen different aspects of languages.” (FG-1)

Another two students supported this by saying:

“What can be done? I think lecturers and tutors must understand that we don’t speak Zulu full time and this is new and try to slow down. First years need to grasp so many things and we are learning a new language so it’s hard.” (FG-2)

“maybe going a bit slower with uhm...how they teach, they should not rush and actually get us tutorials uhm, tutors cause like we’ve only had like three tutorials.” (FG-1)

Another added:

“The lecturers and tutors I think they should be a little bit more patient with students because this isn’t our home language after all. I mean English already has a lot of rules in learning it right and [Clears throat] we’ve had like I said, we’ve had a lot of time and a lot of experience with our own home language so you can’t really expect us to grasp onto anything in Zulu like so quickly. You have to be patient and the pacing of the Zulu lesson it should slow down a bit so that uh, students have time to be able to absorb this information.” (FG-2)

One student said:

“I think it is sufficient the way they have it right now. I don’t think anything...besides the whole practicality of it, like the more orals or something like that.” (FG-2)

The director added:

“The intended objectives have not been met yet, we still have a lot to do uhm...recently we introduced bilingual training, bilingual tutor training and the idea is to teach our tutors how to teach in two languages uhm and that will cascade to lectures, because in

order for us to actually fully embrace this bilingual policy and say you can actually teach in either English and IsiZulu.” (DLB)

The compulsory implementation of the IsiZulu language policy has led to different perceptions from staff and students at UKZN.

5.3 Implementers Experiences of Teaching the IsiZulu Non-Mother Tongue Module

The responses in the section below address the following research questions

- What are the processes, systems, mechanisms, and structures used by the UKZN to implement its language policy?
- What are the experiences of the UKZN staff in implementing the language policy?

5.3.1 The Perceptions of Lecturers and Tutors of Students Who Learn IsiZuluN

The ability to work in teams by policy implementers is another factor that can lead to successful policy implementation (Muhammad, 2014:69). Policy implementation involves different actors and it is important that there is team work involved, as this can limit problems that may arise as stakeholders may not be able to address issues on their own (McLean, 2012:65).

One lecturer commented as follows:

“Those that do the module and actually focus on doing it do well. Those that are not interested you can’t do anything about them, whether they interested in Zulu or any other module you can’t do anything about that. Uhm, but if students don’t come to class they not going to enjoy the module, they not going to pass. If students come to class they enjoy the module, they enjoy...it also depends obviously on how you teaching and whether they can understand what is being taught and whether you have the passion and the drive to do what your learner expects and what they take from you.” (LT-2)

Another said:

“Some learners show interest, uhm...and even when I explain they show their understanding by adding onto what’s being said although I have noticed that attendance makes a huge difference in the overall performance of the learner. Learners that attend tutorials and lectures do well during tests.” (LT-3)

One tutor mentioned:

“Sometimes abanye [others] the way they so interested they get interested ngaso [with it] IsiZulu that even when they see you on the street they greet you in IsiZulu and they try make a convo in IsiZulu. For some it is such a difficult module for them in a way that they even hate the language even when they see you on the street they are not interested.”
(LT-4)

Another mentioned:

“Whenever I meet them on the street they’d greet me in IsiZulu and also try to make conversation in IsiZulu and some even ask if there are any classes or modules that are there for them to continue learning IsiZulu.” (LT-5)

Another tutor added:

“Like I said, some students respond positively where you even get students telling you that they have made friends with Zulu speakers and now they can understand some of the things that they say. To some students learning Zulu is helpful to them.” (LT-6)

5.4 Policy Implementation and Programme Delivery of the UKZN Language Policy

5.4.1 Purpose of the UKZN Language Policy for First Year Students

Effective policy implementation “requires compliance with statutes’ directives and goals; achievement of specific success indicators; and improvement in the political climate around a program” (Hill and Hupe, 2002:75). Mazmanian and Sabatier (1983) identified two conditions for the successful implementation of any policy. The first condition is that policy objectives must be well defined and reliable. The argument that they make is that a well-articulated policy with defined objectives is easily translatable and, as such, it can offer a standard of legal assessment and optimal appropriation of resources (Mazmanian and Sabatier, 1983). In the second condition, Mazmanian and Sabatier (1983) argue that it is necessary that causal assumptions included in the policy must be appropriate so that there is some accuracy on the underlying theory behind a policy and a practical action of how the policy will bring about change.

The implementing managers stated:

“So what UKZN has stipulated uh, which was actually a council or senate decision uhm, is that all students that come to UKZN who are non-IsiZulu speakers uhm, there is a requirement that they enrol for a six months module in IsiZulu uhm, so that they get basic communicative skills in IsiZulu.” (DHS)

Policy implementation signifies the carrying out of policy decisions, that is, translation of policy goals and objectives, usually incorporated in a law enacted by a legislature, into action by society and/or private individuals (Khan and Khandaker, 2016; Mazmanian and Sabatier, 1983). The UKZN’s principle is: “The policy of multilingualism requests respect and the cultivation of diversity in language” (University of KwaZulu-Natal, 2014:1)

The respondent further elaborated and said:

“So, this is in line then with the, the language policy of the university which promotes bilingualism that is English uhm and IsiZulu so that is the expectation. This has been effective since 2014, so all first-year students since 2014 who are not IsiZulu speaking have been enrolling for this module so some students like uhm...you’ll find like maybe in their matric they did not do IsiZulu per se but like they are able to speak IsiZulu.” (DHS)

The university through its policy aims to elevate and advance the use of isiZulu. The policy is part of the government strategy that seeks to promote multilingualism (University of KwaZulu-Natal, 2014:2).

Another respondent stated:

“Uhm, I think the rationale is summarized in the objectives of the language policy and one of the objectives of the language policy clearly articulates the intention to develop IsiZulu to attain the same status as English in academia and administration and the university after articulating that objective quickly states that it will provide facilities to enable the attainment of that status, so the university on the one hand commits to the fact that it will develop IsiZulu to attain the same academic status as English and provides resources for the attainment of that goal.” (DLB)

The respondent elaborated further:

“the university recognizes two official languages, English and IsiZulu. This office was created to operationalize the assumptions of the language policy and some of the things that the university did in order to really concretize the commitment to provide purgative between English and IsiZulu was to create through a separate process a bachelor rule which is called the BR9 rule, which is an academic process because we are an administrative function that sees to the operationalization of the language policy but the provision of the BR9 rule subsist within the department and this is the Department of African languages which looks to teaching of this compulsory module.” (DLB)

The purpose of the university is to improve communication in isiZulu using teaching and learning as a method. Faculties are accountable to decide and effect the process working together with the ULB (University of KwaZulu-Natal, 2014: 1).

The director mentioned:

“The IsiZulu err...compulsory module, so it’s an academic department that deals with that and the BR9 because it’s a bachelor’s rule is something that has to be satisfied in order for students enrolled at that bachelor level to attain their degrees so that’s why it’s compulsory but the impact of that rule is for our graduates to attain a communicative function in IsiZulu both as undergraduate students uhm. Studying at UKZN and beyond when they go to practice their various areas of expertise in a province that uhm...IsiZulu is predominantly spoken by 91% of the people that live in KZN so it makes sense that our graduates have the basic communication in order for them to effectively practice in a community that largely speaks isiZulu.” (DLB)

The UKZN notes the position of isiZulu as a curator of values, tradition, and practice as a form of interaction (University of KwaZulu-Natal, 2014: 1). This principle emphasises the impact that the language policy will have, and to justify this, the respondent also added:

“So, the impact is not just to function better and effectively while you are still an undergraduate here at UKZN but also beyond your studies when you go to practice in a community that predominantly speaks this language. You can effectively practice whether you’re a lawyer or a medical doctor or whether you’re an engineer you can...because

you're going to be uh, dealing with people and providing services or expertise to people that likely speak this language.” (DLB)

There are structures that UKZN has put in place for the implementation of the language policy alongside processes and systems that need to be followed during the implementation phases of the language policy.

5.5 Implementation Structures, Processes and Systems

5.5.1 The 5C Protocol as a Tool for Analysing Policy Implementation

The 5C Protocol is a useful tool to analyze the success or challenge factors of policy implementation. If included, each “C” factor can either contribute to success or act as a barrier if not taken into consideration. The 5C Protocol refers to the variables or factors that can guide the flow of implementation (Brynard, 2005). According to Brynard (2005), the five variables for successful policy implementation based on the 5C Protocol are: “Content, Context, Commitment, Capacity and Clients and Coalitions.”

Policy implementation signifies the carrying out of policy decisions, that is, translation of policy goals and objectives, usually incorporated in a law enacted by a legislature, into action by society and/or private individuals (Khan and Khandaker, 2016; Mazmanian and Sabatier, 1983). This implies that the purpose of implementation in a policy cycle is to make certain that the required results of a policy are reached (Hill and Hupe, 2002:5).

Content

The content entailed in the language policy shows how the policy aims to reach its intended goals and what steps will be taken by the university to ensure that there is successful policy implementation. As part of the implementation of the UKZN language policy the dean and head of School of Arts is part of a team that ensures that all policy goals are reached. The dean and head of School of Arts stated this:

“Uhm...I was part and parcel of the committee that worked on the actual language policy, we drafted the first language policy, we also revised the current one which is 2014 uhm....so I've been part and parcel of the language policy making, I'm part and parcel of the implementation. In the implementation I belong to different groups because

like UKZN has developed a board which is the ULB that monitors the entire implementation in the entire university so I represent the College of Humanities as a humanities rep in the university language board. So, what that means is that, as much as I'm in the School of Arts I've got to look at all the other schools and monitor, not only monitor...and even come up with programmes that will ensure that there is implementation of the language policy at a college level, working with all the schools within the College of Humanities.” (DHS)

According to Sabatier and Mazmanian (1980) the policy implementation process has five distinct stages. In the first stage are the decisions from the implementing agencies and also policy outputs (Sabatier and Mazmanian, 1980:553). Stage two comprises of compliance from the target groups from decisions that have been adopted (Sabatier and Mazmanian, 1980:553). In stage three, are all the impacts of the policy decisions that have been made. The fourth stage is the policy decisions that are perceived and might impact the policy and, finally, in the fifth stage are the political system's evaluation of the statutes based on the revisions in the content (Sabatier and Mazmanian, 1980:553).

An implementing manager said:

“currently what ULPDO has been pushing is the training of bilingual tutors and that training is provided by people from the College of Humanities, there are coming from one school which is the School of Education. So, they are busy right now training bilingual tutors, so that they are able to assist the students during their tutorials because like that is where learning takes place.” (DHS)

The respondent also stated:

“So, I'm in that ULB and then within the other structure UKZN has come up with a rule that all PhD students, before they graduate uhm...they must have an abstract of their PhD written in IsiZulu. So now they have relaxed it a bit they are allowed to graduate but they've got to submit their abstract so that it is available, so that in our system because like the PhDs are, are in the library they made available there so as soon as it is published it will have both abstracts in IsiZulu and English. So, I am a member of that panel that translates those abstracts from English to IsiZulu.” (DHS)

With regard to developing IsiZulu at UKZN, the director pointed out the different arms involved in the development of terminologies, mentioning that:

“The first arm is terminology development, because again what you hear when you tell people that we’re going to be ultimately teaching in both English and IsiZulu, they will tell you, ‘How are you going to teach physics in IsiZulu’ so terminology development is one arm and then corpus building is the second arm, again you need to create necessary err...database of the lexicon of IsiZulu in order to create err...your human language technologies such as the spell checker...you know, in a language that doesn’t have those kind of instruments and the third arm is the literally development of the language. So yes, the ULB has provided not just oversight but also internally to support the language programme, it has created facilities err...for the ...to complete the language programme.” (DLB)

The respondent elaborated further:

“One of the important uhm, aspect as well for the implementation of the language policy is terminology development. Uhm, we are...our strategy is that we don’t want to say we are developing terms after developing terms then we going to start using whatever, as we develop the terms we are using them especially in research and also in other modules as you develop the terms, you already using them so there is no time where we are saying, ‘oh, by this time, this time...that’s when we will...’ but the university is...through ULPDO is saying, ‘Okay, by 2030 for example, by 2030 everything that we do as UKZN will be fully bilingual by 2030.’” (DHS)

The content of a policy is key to its implementation (Fokane, 2013). This is important as the content clarifies both the purpose of the policy and the underlying value behind a policy action (Magoro, 2010). Content can either be distributive, redistributive, or regulatory (Lowi, 1972). In redistributive policies, the practical reason is an attempt to redress inequality and re-allocate resources for equity and equality. The language policy is redistributive and the content of the policy is not only important in the means it has employed to achieve its ends, but also in the way that the means of the policy are to be reached. Being able to teach in IsiZulu at UKZN is one of the means used for the implementation of the language policy.

The respondent added that:

“The problem...big problem is the issue of language, they are afraid to express themselves in English and if they do they are afraid that like somebody is going to laugh at them, but if immediately you open up to the students to say okay...you are comfortable to use any language, use IsiZulu oh, they start talking. And you would think that they are not clever or what is happening with them, it’s the language, it’s a world view so the student’s world view is intertwined, it is in their language.” (DHS)

Commitment

It is reasonable to suggest that while a policy could meet all the necessary requirements for success in terms of content and resources required, the same policy could not be effective if the implementers are not committed to its success (Brynard, in Cloete and Wissink, 2000:181). Another important factor to successful policy implementation is trust (Brynard, 2009:560). In order for a policy to be implemented successfully, there needs to be a high level of trust and confidence amongst those implementing the policy (Brynard, 2009:560). The people involved in policy implementation must all believe that no one will hinder the implementation process (Brynard, 2009:560). The commitment from different role players at UKZN has encouraged the effective implementation of the language policy.

One of the respondents said:

“I wouldn’t say they are strategies per se that we have come up with, we haven’t been that innovative uhm...so it has been a collective work uhm within the School of Arts, the other schools, the College, uhm the ULPDO because a lot of work that happens within ULPDO its actually done by people from Humanities and more importantly from the School of Arts.” (DHS)

Furthermore, the respondent stated:

“With the DR9 work which entails translation of documents majority of the people are from School of Arts and School of Education, uhm...so the editing, because like it’s not only translation. You translate and after translation there is editing, editing of that work is done by people in the School of Arts.” (DHS)

The UKZN transformation charter is embedded on the principle of the university “to be the Premier University of African Scholarship”. In its quest for transformation the university aims to acknowledge the significance of indigenous languages as languages that can be used and applied in academia (University of KwaZulu-Natal Transformation Charter, 2015).

A respondent said:

“The transformation charter is one instrument that the university has set up err...to articulate its position on err...language and one of the things that the charter says is that it recognizes African languages as languages of academia. The language policy itself is an instrument uhm...announced in 2006 and revised in 2014. That clearly articulates the intention of the university to see a bilingual institution.” (DLB)

The ULPDO is responsible for coordinating the provisions of IsiZulu at the university. Section 9.5 notes that the ULB reports to senate regarding the approval of the plan and policy in relation to objectives that are accepted by the senate and executive of the university (University of KwaZulu-Natal Language Plan, 2014:8-10).

Furthermore, the respondent mentioned that:

“Uhm...beyond that in 2010 the university uh, developed a charter to establish the ULB and the ULB oversees the monitoring and evaluation of the implementation of the language policy and implementation plan. The policy is operationalized through a structure, through an office, through a division or whatever you call it...called the ULPDO and the language planning office is strategically situated within the teaching and learning portfolio of the university which is headed by a deputy vice chancellor which means the ULPDO sits in an executive arm and this is strategic.” (DLB)

The respondent also mentioned:

“We are headed for exciting times because again, commitment, the commitment it is for mother tongue speakers of these African languages to access epistemologies in their mother tongue. You are not going to invent in a borrowed language, in a language that you have minimum understanding of, so if we are really serious about err...language

innovation, science innovation and so on and so on. We really need for our students...we need for our society to be masters of their own first languages” (DLB)

Rossi and Freeman (1993) define programme monitoring as “the systematic assessment of program coverage and delivery” (Rossi and Freeman, 1993:212). Once a programme, policy or project has been implemented it is necessary to monitor and evaluate the process of the programme, policy or project (UNICEF, 1991). Monitoring and evaluation are tools that are used to inform the decision-making process and accountability. Programme monitoring needs to be undertaken as it is important for the people who have funded the programme (Rossi and Freeman, 1993:166-175). In order to identify whether or not a policy is achieving its set goals and if everyone involved in the policy implementation has been committed, it is important for monitoring and evaluation to be conducted.

The respondent commented:

“Well, that decision is an academic decision and the latter part, it’s an academic decision that means it’s a decision that was taken by senate and it was taken by senate in November of 2013. The decision to teach IsiZulu is an academic decision because it’s an academic module, its accredited bearing module so it’s a senate academic decision.”

“But the implementation of the policy happens at the support structure at the division called the Teaching and Learning and the ULPDO so that’s a support structure but teaching happens and teaching is an academic matter and senate had to approve Bachelor Rule 9 that there will be a compulsory module for all uh...first year students uh...including the exemptions and this is going to be rolled out from January 2014 and it has happened because it’s a senate decision and academic decision.” (DLB)

The findings below relate to the implementation of the UKZN language policy and the roles and responsibilities of the ULB and ULPDO in teaching IsiZulu to first year students.

The director of the language board explained their role in implementation:

“the monitoring and evaluation that is provided by the ULB is so as to track our compliance to policy, track our compliance to the implementation plan and record success and eliminate challenges because the ULB reports directly to senate annually so

one of the things that...because we in the ULPDO, we operationalize, we create what we have called a language programme for the, for the successful intellectualization of IsiZulu so that it attains this functional status that English has. But the body that monitors this operationalization is the ULB and how do they do that because we report to the ULB quarterly, every quarter we send a quarterly report for ULB to look at and see how far we coming towards the implementation of the language policy and the implementation plan.” (DLB)

The director also mentioned that:

“The review of the policy will look at even the objectives, do we need to shift our objectives, do we need to shift our objectives, do we need to change something in our policy that will enhance, clarify err...improve its provisions so...all in its implementation so it’s going to be a holistic review of the policy err...and even the principle err...implementation if it’s the department, is it effective to allocate that responsibility to that department or is it effective to give it to a particular structure of the university and so on and so forth.” (DLB)

Clients and Coalitions

Successful policy implementation also requires cooperation from clients (i.e. recipients of the policy intent and action) and coalitions (i.e. those who have power and resources to make the policy work) (Brynard and De Coning, 2006: 199). Therefore, government and other policy implementing agencies must join forces with key individuals and formations to form partnerships to ensure the successful implementation of policy (Brynard and De Coning, 2006: 199). The clients in the UKZN language policy are the students as they are the target group of the language policy and the policy is delivered to them. The coalitions are interest groups or any other individual that may not be directly affected by the policy such as the media and parents.

The director also explained the strategic part of the implementation of the UKZN language policy and further distinguished the role of the ULPDO and the ULB:

“This is strategic because uh...all the operations of the Language Planning and Development Plan are operationally provided oversight too...by the DVC who sits in the

executive management committee (EMC) which means our language programme err...finds expression through the DVC at the EMC. At the very highest organ of the university but of course the ULPDO reports quarterly to the ULB which provides the monitoring and evaluation of our programmes. So, there is effective structure and facilities to successfully implement the language policy of the university and there is also structures to provide oversight and there are also facilities to report annually to senate, so the senators are privy to our progress annually towards the implementation of the university language policy and plan.” (DLB)

Capacity

Capacity to ensure effective implementation can be technological, logistical, financial and human (Brynard and De Coning, 2006). These capacities are necessary as they contribute to the efficient, operational ability and capacity to deliver public goods and services, that is, to achieve policy objectives (Brynard and De Coning, 2006). Capacity also includes intangible elements such as commitment, leadership, courage and motivation. Besides the tangible and intangible factors that affect capacity, Van Meter and Van Horn (1975:480) mentioned that “successful implementation is also a function of the implementing organisations capacity to do what it is expected to do.” As the UKZN is the implementing organisation of the language policy, the decision taken for students to be able to present their proposals in IsiZulu promotes the use of indigenous languages as languages of research in higher institutions of learning and the capacity of the UKZN to deliver on their implementation goals.

The respondent stated:

“So, what the school has decided to do specifically within the School of Arts and within their second languages is that we have a panel of all people who are IsiZulu speaking. Those people will read the proposal of the student and the student is allowed to present the proposal in IsiZulu and questions, everything it happens through the medium of IsiZulu. So, they get feedback everything, then in the bigger research and higher degrees’ committees because like we have mixed staff members...then there will be a report that will be written for the benefit of the committee to know that this is what has transpired

and all of that and the student will be allowed to do the work until they finish in IsiZulu.”
(DHS)

According to Durlak and DuPre (2008), the availability of funding and resources is a condition for the successful implementation of a policy. However, in as much as funding is necessary, it will not generate success without resources. The ULB provides funding for some projects, as the director explained:

“And then it provides instruments to support uh, all process to remove impediments in the way and so on...and then reports to senate. One of the things that uhm...the ULB has done to complement the implementation of the language policy and the implementation plan is to provide, to cultivate and provide funding for ULB projects so specific disciplines and pockets of the university can actually initiate a programme that it sees as effective in implementing the language policy and then create a budget against that project and send that project to ULB for ULBs support and rectification.” (DLB)

The College of Humanities and the School of Arts continues with its administrative capacity to deliver on the set targets of the implementation of the language policy by developing terminologies.

The respondent said:

“So, right now we building and building and building each year there are targets, where are we concentrating, what are we concentrating on so currently they have developed I think maybe terminology uhm for about one or fifteen disciplines or so and with those terminologies it’s not that they have developed terminology for everything but like it’s, it’s starting uhm, they just starting to develop those terminologies its not everything because like if you think about the number of books that are there for example for sociology alone, for psychology alone and we not translating books per say in those disciplines, the learning material is that they develop but there is a project where we are busy right now, where we have identified one important philosophy book that we busy translating as the project of the College of Humanities.” (DHS)

The 5C Protocol, as a tool for successful policy implementation, has been used to identify implementing agents' experiences of implementing the language policy.

5.6 Policy Implementation Challenges in Teaching IsiZulu at UKZN-PMB Campus

Lipsky (1980:2) argues that in policy, public servants and bureaucrats are responsible for implementing policy, particularly when they interact directly with people when they deliver services. This means that bureaucrats can shape policy intentions by their attitude and how they execute policy. For example, Lipsky (2010) argues that street-level bureaucrats can always make their own decisions. Also, at times street-level bureaucrats need to be able to respond to challenges presented by clients. Additionally, policy goals are not always stated clearly as the details of a policy are not always finalized before policy implementation (Lipsky, 2010:15).

The ability of policy implementers to work in teams is another factor that can lead to successful policy implementation (Muhammad, 2014:69). The lecturers and tutors at the UKZN found different ways to influence the successful implementation of the language policy by working with students and identifying ways to contribute to the success of the policy.

A tutor said:

“Basically its repetition and repetition and repetition. Before you begin todays lesson you go back to last week’s lesson so that you try to keep your students, you know for them...for them ukuthi...they mustn’t treat it as just a module that they need to pass but they must also understand the language you know...mele beqede leModule beUnderstander [they have to finish this module understanding] a thing or two.” (LT-4)

Another said:

“create activities that they will be able to do I class, besides always referring to the book, they do the activities individually and in groups or we do them together as a class so that they practice and can identify what they know and what they don’t know, be able to ask questions and become comfortable in class and not be afraid because no one laughs at anyone. So activities are helpful even when they study for tests they are able to refer back to them.” (LT-5)

A tutor added that

“there has to be engagement in a tutorial unlike in a lecture where the lecturer might teach without students being able to engage and ask questions because there are a lot of students. So it’s just asking them what they didn’t understand in class and what they need clarity on and what is it that they want to know in isiZulu, because we might have been teaching them the basics but you find that some of them know the basics of Zulu but they want to understand other things in Zulu such as the culture and other traditional Zulu ceremonies.” (LT-6)

A tutor also said:

“As a tutor I think I need to just simplify the work for students, so during tutorials I try and ensure that everyone participates by letting me know what they are unsure of. When I had tutorials during my undergrad I didn’t like being told by the tutor to say the answer however, I find myself pointing at students so that they answer, I find that uhm...it helps because most of the time students won’t say the answer even when they know it. So to non-mother tongue speakers it helps pointing at each person to read or translate in that way I understand and know who gets it and who doesn’t.” (LT-7)

The introduction of teaching an indigenous African language can pose challenges in institutions of higher learning as the implementation of language policies comes with great change.

A respondent said:

“Uhm...let me start with basic Zulu, it is a big one because that’s where we started. Uhm, within the teaching of basic IsiZulu and because of the nature of the staff members that we have uhm when we came to join the discipline there were different races teaching IsiZulu uhm, there were whites, there were Indians uhm and so forth. So currently within the whole African languages we are actually left with two staff members who are Indian, who are teaching IsiZulu and basic IsiZulu.” (DHS)

Staff Attitudes

Mutasa (2015) examines attitudes held by academics and he mentions that some academics do not show interest in mother tongue education. Lipsky (2010) argues that the behaviour of street-level bureaucrats is influenced by their work environment. Moreover, Lipsky mentions the

“corrupted world of service” that street-level bureaucrats work in and how they end up lowering their expectations of clients and themselves (Lipsky, 2010:15).

In the School of Arts there have been different behaviours from the staff based on the language policy.

One respondent said:

“What I have seen is that one of them does not like this, does not like this rule that came, that like err students now need to learn basic IsiZulu. I don’t know if it is because it’s now the numbers have grown of students who are taking IsiZulu or what but she is very, very negative about this but like that is her life line because all she able to do now is only to teach basic Zulu.” (DHS)

Funding

Greenhalgh et al. (2004) state the importance of funding entities not withholding resources, as successful implementation takes time (Greenhalgh et al., 2004:608). Ndimande-Hlongwa et al. (2010) mention that there have been challenges to the implementation of the language policy such as funding.

The dean commented:

“Uhm, there have been challenges with regard to funding some of the initiatives that we have come up with. Some champions will say ‘okay this year I want to do one, two, three’ and then only to find that like in that particular year uhm...maybe the college will not have like maybe enough funds for such activities, so we try at least in each year like that we build activities in line with what is available financially for us to do.” (DHS)

The unavailability of resources is a problem for the successful implementation of language policies. Resources such as facilities, books and materials, human resources and funding are a shared problem in most developing African countries (Kangira, 2016). The challenge emerges from the indigenous languages being elevated to official languages and not having enough funds to do this. Government organizations which are responsible for developing languages are not receiving sufficient funds (Kangira, 2016).

One respondent stated:

“If there is finance for everything we will be far, far...because like with money you bring expertise, you can even bring a person from USA, from China, from Taiwan to come here, you come and do this. You see right now err ULPDO is busy with developing err...speech to text, interpreting or translation as we speak ngesiZulu it translates into English automatically. We busy investing on that, so if we had money long time we would have done that a long time ago but like...we have okay...we report on that so it's based on the budget that you given to operate with.” (DHS)

5.7 Implementation Challenges in the First Phase of the Language Policy

During the first phase of the language policy it is noted that one of the biggest challenges of the implementation of the UKZN language policy stemmed from attitudes of those who had to implement the policy and also from the recipients of the policy as the findings related to policy implementation challenges present.

Attitudes

There are a number of issues that pose challenges to policy implementation. Lipsky (1980) argues that public servants and bureaucrats are responsible for implementing policy, particularly when they interact directly with people when they deliver services (Lipsky, 1980:2). This means that such bureaucrats can shape policy intentions by their attitude and how they execute policy.

The director stated that:

“When you bring an African language into academia err...the biggest stumbling block is attitudes, you know. You are threatening to dummy down academic epistemologies. You introduce IsiZulu, you probably going to affect our degrees and err...secondly you are provincializing the university so that means if we graduate err...in IsiZulu through IsiZulu err...err are only going to be able to practice in KZN where IsiZulu is predominantly spoken.” (DLB)

The director elaborated further:

“Attitudes by the way are not from non-IsiZulu speakers, some attitude problems emanate from the IsiZulu speaking students and staff. See, let’s not forget that the language policy is not a UKZN creation it’s a national imperative. Secondly, it’s a transformational matter and transformation by its very nature is disruptive, it shakes your comfort zone because you actually saying ‘The system as it is must be changed’ and naturally when you’re changing a system where people have become comfortable you are disrupting their comfort and of course there is going to be resistance and there’s going to be an outcry.” (DLB)

Limited communication hinders the sharing of information of a policy, which results in implementers implementing policies that target groups do not find relevant to them (Rahmat, 2015:309).

A student said:

“There has been no impact because I don’t speak Zulu its only for that time in class. I’m also not from KZN so when I’m home I speak my language. I have not benefited because I hardly use isiZulu at all.” (FG-2)

Two students shared the same sentiment, stating:

“Well for me uhm...I could say that IsiZulu has made life harder cause it doesn’t really make a difference in my life.” (FG-1)

“It has not had a big impact on me but then it has helped me learn the basics of IsiZulu.” (FG-1)

Another added:

“Okay uhm, concerning the teaching I’ve had a good experience with my lecturer, mostly good although I feel like she works pretty quickly uhm, for learning IsiZulu I feel that learning isiZulu is a waste of time for me because it doesn’t really benefit me in terms of what I’m studying.” (FG-2)

One focus group respondent said:

“Honestly, I don’t know why IsiZulu has been made compulsory because any language could have been chosen so I don’t understand why its IsiZulu specifically, I mean it could have been Xhosa or something.” (FG-2)

Another said:

“Well, I felt like it was unnecessary for us to do the module but then uhm, I had a great experience it was not actually hard as I expected it to be and yah, I learnt a bit of IsiZulu from there.” (FG-2)

Another respondent said:

“It’s quite difficult for a non-Zulu speaker, however as we keep learning it becomes better.” (FG-1)

One student stated:

“It’s not as difficult as I thought it was going to be, cause I thought it was going to be like uh, uh, deep, deep IsiZulu where you have to know vowels and everything else but it was just...it’s nice actually cause now at least I can speak IsiZulu kancane [a little bit].” (FG-2)

In the first phase of the implementation of the language policy at UKZN, it can be mentioned that not having enough resources and funding has been a limitation and the negative attitudes from students and staff have not made the implementation process easier for policy implementers at the university.

5.8 Issues Addressed by the ULB in Relation to Language Policy Implementation

The rationale of the language plan is to outline different aspects of the of the language policy and how it is carried out at UKZN (Language Plan of the University of KwaZulu-Natal, 2014:1).

The director said:

“Okay, so the, the, the language board follows the management implementation plan. There is a clear implementation plan, are we chipping away, are we making milestones towards getting where we wanted to go. So, one of the things that we have done is to

successfully initiate and complete terminology development programmes. We have created a lot of err...terminology in various disciplines and you can go to our online term bank and look at the disciplines that we have completed. So, we have successfully done that err...and these terms are available for teaching and learning through various disciplines, we have also developed an IsiZulu national corpus.” (DLB)

Effective policy implementation “requires compliance with statutes’ directives and goals; achievement of specific success indicators; and improvement in the political climate around a program” (Hill and Hupe, 2002:75).

The respondent continued:

“We are also developing new online technologies to support and enable the use of IsiZulu spell checker which is functioning very well. We are about to develop err...technologies such as text to speech and speech to text technologies to enable err...lecturers who can’t speak in IsiZulu and can only teach in English, but the text...the automated speech to text, the text is generated for students that can follow in IsiZulu err...simultaneously as the lecturer is speaking so that they can hear and follow in either of the two languages. We’re also going to be err...creating an automated machine...err...translation system because again, one of the services that we provide here is to provide translation services for the university and we are generating a lot of text in parallel. In both English and IsiZulu and we using that text to create a parallel corpus that is going to be used to create an automated machine translation system, so that you know, we speed up the accuracy and turnaround of our translations. So, we are developing a lot of HLTs to drive the intellectualization of IsiZulu.” (DLB)

This section revealed that the implementation of the language policy at UKZN is understood by students and academic staff as the findings reveal that students understand what multilingualism is and the need for a language policy in a higher institution of learning. The lectures and tutors have adopted teaching methods that have contributed to the teaching and learning of IsiZulu at UKZN. The policy implementers have played a significant role in ensuring that the policy is implemented successfully. However, there are still challenges that are encountered by

implementers in order to successfully implement the language policy at UKZN such as resources and the lack of funding.

5.9 CONCLUSION

Chapter 5 presented the findings and analysis for the research. This chapter was analyzed using the literature review and the theoretical framework. The lecturers, tutors, students and policy implementers at the UKZN understood multilingualism and its place in higher education institutions, specifically at the UKZN and the rationale for the language policy implementation. The director mentioned that at the UKZN, IsiZulu will be developed in order to attain the status of English. In addition, students had different perceptions on multilingualism and IsiZulu being a compulsory module. They mentioned the geographical location as one of the reasons for the UKZN choosing to implement IsiZulu as the language policy because the university is in KwaZulu-Natal and the majority of the population are IsiZulu speakers.

South Africa is a multilingual country and indirectly most people are multilingual as they speak two or more languages. The lecturers and tutors shared the different methods they use to teach IsiZulu non-mother tongue. The communicative approach is used to teach first year IsiZulu non-mother tongue students, as this approach encourages students to understand more than just writing and reading in IsiZulu.

In this study, the students mentioned that interaction during lectures would be beneficial to them and that learning IsiZulu would be easier for them if they could interact and engage more in IsiZulu. The lecturers also stated that students that attend all lectures and show an interest in the teaching and learning of IsiZulu, do very well in the module. However, students that do not attend and only show up to write tests fail and continue to show no interest in learning the language. Students encountered different challenges regarding the teaching and learning of IsiZulu and this was because of the confusion that came with learning a new language. Some of the problems were because of the different meaning of words in IsiZulu, as a word can be spelt the same but be pronounced differently, with a different meaning. Additionally, the pace that lecturers teach at was challenging for students who found it difficult to grasp concepts because of the fast teaching pace.

Some students that did not find IsiZulu challenging, as they mentioned that the textbook that is used was very helpful and that the tutors and lecturers were also of great assistance during tutorials and consultations. Some students mentioned the benefits of learning IsiZulu, one of the benefits being able to converse with other IsiZulu speaking students and improvements in their pronunciation.

The implementers of the language policy at UKZN stated that teaching IsiZulu to non-IsiZulu speakers in the university was a senate decision, which was intended to promote bilingualism in the university. The bachelor rule (BR9) allows for all students enrolled at a bachelor level to attain their degree at UKZN by fulfilling the requirements of the compulsory module.

The 5C Protocol was used in the study as a guide for successful policy implementation. The content of the language policy entailed the details of the language policy and whether or not the policy goals were reached during the policy implementation stage. The commitment from the different role players at the UKZN has contributed to the successful implementation of phase one of the language policy. The College of Humanities and the School of Arts have contributed greatly to the translation of materials from English to IsiZulu, working alongside the ULB and the ULPDO. The clients of the language policy at the UKZN were the students and there has been cooperation from them in the implementation. The capacity to implement the language policy has been the responsibility of all implementation agents who had to make sure that there were enough resources and also deal with the challenges of not being able to implement all planned projects because of the lack of funding. Another challenge that implementing agencies encountered was the different attitudes and perceptions from staff and students based on the language policy implementation. Not everyone has welcomed change, as there has been resistance from staff and students regarding the implementation.

CHAPTER 6: CONCLUSION

The study intended to explore issues relating to the implementation of a tertiary education language policy using the UKZN-PMB campus as a case study. The experience of lecturers and tutors in relation to the teaching and learning of a non-mother tongue, the perceptions of students on the implementation of the language policy and the teaching and learning of a non-mother tongue was the focus of the study.

In Chapter 1, the study sought to investigate and understand:

- The students understanding of multilingualism and its place in higher education.
- The experiences and perceptions of students based on the implementation of the UKZN language policy.
- The processes, systems, mechanisms, and structures used by the UKZN to implement the language policy.
- The experience of staff on the implementation of the language policy.

The lecturers and tutors had an understanding of the importance of multilingualism and its place at UKZN, one of the purposes of teaching IsiZulu being to promote multilingualism in a tertiary institution. This was also highlighted by the director and dean speaking on the implementation of the language policy at the university and the bachelor rule. Another rationale for teaching the basics of IsiZulu non-mother tongue at UKZN as mentioned by tutors and lecturers, was a way to help students with communication. The student's perception of multilingualism and IsiZulu being made a compulsory module at the UKZN was based on geographical location, as many students mentioned that the reason IsiZulu has been made compulsory is because the university is based in KwaZulu-Natal and therefore there is a need for the university community to be able to communicate in the province. For graduates, this is important, because they might work in communities that will need them to be multilingual.

Furthermore, the educators at UKZN understand that there are different methods that can be used to teach students a non-mother tongue language and the communicative approach was found to be the most commonly used teaching method. In as much as the communicative approach is used, it is not the only teaching method that lecturers and tutors have adopted to teach IsiZulu

non-mother tongue during the lecture periods and tutorial lessons. The study found that students that attend lectures and actually do the work required for them to pass do well. However, those that only attend once or only attend to write tests continue to not do well in the module and this is a reflection of some students disliking the module.

The work that is done by the ULPDO, ULB and the School of Arts on the implementation of the language policy shows commitment from the different bodies at the university. The terminology development has been instrumental in the use of research and modules in the university. The study has also identified that the issue of funding can never be separated from successful policy implementation, as the lack of funding and resources hinders the progress of policy implementation. The dean expressed how finances have slowed the implementation process and what the university had planned to do regarding the language policy implementation within the two phases of the policy at the UKZN.

In the study, it was established that there are some students who encountered challenges with learning in a non-mother tongue language. Firstly, learning a new language and feeling forced to take IsiZulu-N. Secondly, in IsiZulu, there are words that might be spelt and even pronounced in the same way, but have different meanings and this caused confusion. Lastly, students expressed concern that at times lecturers moved at a fast pace during a lecture.

In addition, based on the findings of the study, there are UKZN staff members and students who still have negative attitudes on the language policy which is a national imperative, and towards the compulsory teaching and learning of IsiZulu non-mother tongue. Some of the students interviewed for the study mentioned that learning IsiZulu-N had no impact on them while the majority of the students expressed that learning IsiZulu-N has been beneficial to them and that their communication improved.

Finally, for future first year students that are yet to study at the UKZN, the School of Arts should consider the recommendations that emanate from the study, which can potentially improve the teaching and learning of IsiZulu. The recommendations are:

- More interactive activities during lectures
- More tutorials
- Unprepared speaking

- For lecturers to ensure that all students grasp the content during lectures (slower teaching pace)

In the study, the students also stated that the continuous practice of IsiZulu played a major part in their success of learning the language, including the assistance they got during consultation.

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APPENDICES

APPENDIX 1

INTERVIEW GUIDE: LECTURERS AND TUTORS

1. Do you know about UKZN's Language Policy? What is it about?
2. What do you think is the purpose of IsiZuluN?
3. Do you use any specific teaching methodologies to teach IsiZulu to non-mother tongue speakers? Explain.
4. What have been your experiences in teaching IsiZuluN to non-mother tongue speakers?
5. (a) What is your perception of some of the impacts on students who are learning IsiZulu?
(b) How do you know this? (What makes you say this?)

APPENDIX 2

INTERVIEW GUIDE: STUDENTS

1. Why are you registered for IsiZuluN?
2. Why do you think IsiZulu has been made compulsory?
3. What are your views and experiences of the teaching and learning of IsiZuluN?
4. What is your understanding of multilingualism?
5. Have you experienced any challenges or problems in the teaching and learning of IsiZulu? What has been done?
6. What can be done to improve the teaching and learning of IsiZulu to first years?
7. What impact has the learning of IsiZuluN had on you? What have been the benefits to you?

APPENDIX 3

INTERVIEW GUIDE: DIRECTOR OF LANGUAGE BOARD

1. What do you think is the rationale of the UKZN Language Policy? What is the specific rationale for teaching IsiZuluN to first year students?
2. What are the processes and systems and structures that the university have been set up to implement the language policy?
3. What has been the role and responsibilities of the Language Board in the implementation of the Language Policy in general and specifically the implementation of teaching IsiZuluN to all first-year non-mother tongue speakers?
4. What have been some of the issues in implementing the first phase of the language policy?
5. How have these issues been addressed by the language board?
6. Do you feel that there is anything that can be done to improve any aspect of the University of KwaZulu-Natal language policy in its first phase? And specifically, the teaching of IsiZuluN?
7. Do you think that the language policy in general and especially the teaching and learning of IsiZuluN has had any impact on students and staff? Has it met its intended objectives? If so what are these impacts? How do you know this?

APPENDIX 4

INTERVIEW GUIDE: DEAN AND HEAD OF SCHOOL OF ARTS

1. What is the rationale of the UKZN language policy, and specifically, IsiZulu to first year students?
2. As the Head of School of Arts, what is your role in the implementation of the UKZN language policy in general and the teaching of isiZulu?
3. What were some of the specific strategies that were put in place by the School of Arts to implement the teaching of IsiZulu and the Language Policy in general
4. How has the implementation of the Language Policy impacted on the School of Arts at the University of KwaZulu-Natal PMB-Campus?
5. What have been the challenges that the School of Arts has faced in implementing the Language Policy in general and teaching of isiZulu by the isiZulu programme?