

**THE IMPLEMENTATION OF ISIZULU AS A SUBJECT IN THE PUBLIC
PRIMARY
SCHOOLS OF THE LOWER TUGELA CIRCUIT
IN KWADUKUZA (STANGER)**

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Submitted in partial fulfilment of the requirements for the degree of Master of Arts in the
Linguistics Programme, University of KwaZulu-Natal, Durban.

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DEDICATION

Dedicated to my late husband Nathi who always encouraged me to complete my project.

DECLARATION

Submitted in partial fulfilment of the requirements for the Degree of Masters of Arts, in the
Graduate Programme in Linguistics, University of KwaZulu-Natal,
Durban South Africa

I declare that this dissertation is my own unaided work. All citations, references and borrowed ideas have been duly acknowledged. It is being submitted for the Degree of Masters of Arts in the Faculty of Humanities, Development and Social Science, University of KwaZulu-Natal, Durban, South Africa. None of the present work has been submitted previously for any degree or examination in any other University.

Tozama Mthembu

Date

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ABSTRACT

The study aims to investigate the extent to which isiZulu is promoted as a subject in the public primary schools of the Lower Tugela Circuit in KwaDukuza, Stanger. The thesis focuses specifically on the multi-racial schools which were previously Indian and pre-White schools. After 1994, these schools had to review their language policies in order to accommodate learners coming from township schools where the language of learning and teaching is isiZulu. The promotion of isiZulu is viewed in the context of a number of official state documents, including the South African Constitution, the Language-in-Education Policy, 1997(LiEP) and the Norms and Standards Regarding Language Policy, the South African Schools Act, no.84 of 1996 and the Revised National Curriculum Statement for the Languages Learning Area(2002).

Qualitative methodology was used to collect data. This comprised of interviews with teachers who teach isiZulu as a subject in the selected multi-racial schools, Principals of the same schools and with the Department of Education official who is a Senior Education Manager (SEM) of the Lower Tugela Circuit whom the selected schools fall under.

My findings reveal that the implementation of isiZulu as a subject in the targeted schools is flawed with challenges. Even though isiZulu is implemented in these schools, the Department of Education is not doing enough to support the schools in the implementation process as expected. The plan for the Department as envisaged by the IsiZulu Sethu Sonke Project Manual is not fully adhered to. This manual contains the full advocacy plan of the Department of Education with regard to the implementation of isiZulu in KwaZulu-Natal.

CHAPTER 1

1.1 INTRODUCTION

This study is an investigation into the extent to which isiZulu is promoted as a subject in the public primary schools of the Lower Tugela District in KwaDukuza (Stanger). Through semi-structured interviews with teachers who teach isiZulu as a subject in the selected schools, principals of these schools and the district director, it seeks to determine the extent to which isiZulu is promoted as a subject and also establish those factors which are barriers to implementation. By revealing those factors, this study seeks to make recommendations that will assist language policy makers and planners regarding the Language-in-Education Policy in so far as promoting multilingualism and isiZulu in particular. The promotion of isiZulu is viewed in the context of a number of important official state documents, including the South African Constitution (Act 108 of 1996), the Language-in-Education Policy, 1997 (LiEP) and Norms and Standards Regarding Language Policy and the Revised National Curriculum Statement for the Language Learning Area (2002).

1.2 SIGNIFICANCE AND RELEVANCE OF THE STUDY

The Constitution of the Republic of South Africa Act 108 of 1996 Section 6 provides for the equal treatment of languages at all government levels. The Department of Education has committed itself to establishing an education and training system for the 21st century where it has a special responsibility to implement the values of human dignity, the achievement of equality and the advancement of human rights and freedom (Section 1a of the Constitution, Act 108 of 1996). We are in the 21st century and change in our schools has to be visible and that is why I strongly believe that this study is significant and relevant.

1.3 RATIONALE FOR THE RESEARCH

South Africa opted for a multilingual language policy which promoted the status of all eleven South African languages. This is enshrined in the South African Constitution of 1996 and there is a specific clause about 'languages'. In this clause eleven languages are named, and the state is enjoined to take 'practical and positive measures to elevate and advance the use of indigenous languages' (Section 6 of the South African Constitution of 1996).

The Language-in-Education Policy (LiEP) of 14 July 1997 is an integral and necessary aspect of the new government's strategy of building a non-racial nation in South Africa. This policy emphasizes the promotion of multilingualism within the framework of additive bilingualism. It encourages schools to offer at least two languages of teaching and learning and instruction from Grade 1, at least one of which should be a 'home language' among significant numbers of learners in the school. From Grade 1, two languages must be learnt as subjects. In KwaZulu-Natal, the main languages are isiZulu, English and Afrikaans. These are the languages which are used either as subjects and/or languages of learning and teaching. I am a teacher at a foundation phase school in Stanger and our medium of instruction is isiZulu while English is used as a first additional language from Grade 3. The focus of this research is on the schools who are multiracial and who use English as the medium of instruction and isiZulu as a subject. I want to investigate whether these schools are implementing the LiEP, specifically with regards to promoting isiZulu.

My daughters started learning isiZulu in a multiracial primary school in Stanger and they started learning isiZulu in Grade 4. As a first language speaker of isiZulu and a teacher who is teaching isiZulu as a home language, I was puzzled by the level of isiZulu that these learners were taught. I thought the level was too advanced for second and third language speakers of isiZulu. This motivated me to read the LiEP of 14 July 1997 and also the Revised Curriculum Statements with regards to languages. This document clearly delineates additional languages and languages as subjects. I realized the significance of

doing the study in these schools to investigate whether they do have an understanding of these policies and documents, and whether they are implementing them accordingly.

My curiosity in this field was further stimulated by reading the “IsiZulu Sethu Sonke Project Manual of 2005” which is about the use of isiZulu as a subject in all public primary schools of KwaZulu-Natal. The use of isiZulu in all public primary schools needed a sound language planning programme which clearly indicates how it is going to be carried out. It would therefore fall under the umbrella of language planning. Premier S’bu Ndebele announced in his 2005 state of the nation’s address (Seabi and Harrilal, 2005) that all schools should offer isiZulu in 2006. That also encouraged me to do research in the schools after 1996 to establish whether they are in line with the LiEP as it presently affects curricular, classroom practices, institutional restructuring, subject choices in South African schools and the rights of South African parents and students (Mda, 2004). It was also one of the aims of this research to find out from educators who teach isiZulu whether they are getting any support from the Department of Education and also about the kinds of difficulties that they are experiencing.

1.4 DEFINITIONS AND APPLICATION OF KEY TERMS

This study will be conducted within the field of Language-in-Education Policy, a subset of language planning. **Language planning** is a very complex term which has been defined in different ways by different theorists, but what is noticeable about their definitions is that they all mention “planned change” in language use. This demonstrates that language planning is a conscious activity. Kaplan and Baldauf (1997: 3) define language planning as “a body of ideas, laws and regulations (language policy), change rules, beliefs and practices intended to achieve a planned change (or to stop change from happening) in language in one or more communities”. Rubin (cited in Kennedy 1984: 4) defines language planning as “deliberate language change, that is, changes in the systems of a language code or both that are planned by organisations established for such purposes or given a mandate to fulfil such purposes. In South Africa, PanSALB (Pan South African Language Board) is one of the organisations that has this mandate. Haugen (in Mesthrie et al., 2001: 384) refers to

language planning as “all conscious efforts that aim at changing the linguistic behaviours of a speech community.”

According to Ager (2001: 6) language planning is usually divided into three fields of application: status, corpus and acquisition planning. Ager (2001: 6) postulates that status planning modifies the status of languages or language varieties within society. In other words, it is deliberate efforts to influence the allocation of functions among a community's languages. Corpus planning is concerned with the internal structure of the language (Mesthrie et al., 2001: 385). When language planning is directed towards “increasing the number of users of a language (as in the implementation of isiZulu as a subject in selected multi-racial public primary schools in the Lower Tugela Circuit in KwaDukuza) it is referred to as ‘acquisition planning’ (Cooper, 1989: 33). Thus the main focus of this study will be acquisition planning for isiZulu. Even though the use and function of isiZulu has been changed to meet the requirements for status planning, it is not the main focus of this study.

Language planning begins with the identification of a problem, in particular with the identification of concrete areas of society that demand planned action regarding language resources. Language planning is thus focused on problem-solving and tries to find the best alternative to solve a problem. In the South African context, the problem that faced the South Africans in the new dispensation after apartheid was the low status afforded to indigenous South African languages and also what would be done with English and Afrikaans. In solving the language problem, the government started by granting official status to eleven South African languages and by engaging in a language planning process through Language-in-Education Policy.

In this study, the problem is that there is a lack of knowledge of isiZulu by both mother-tongue and non-mother-tongue speakers even though isiZulu is one of the three main official languages spoken in KwaZulu-Natal. The main focus is on non-mother-tongue speakers even though there are children who are found in English medium schools who are isiZulu mother-tongue speakers who cannot read or write their own language. In solving the

language problem, the KZN Department of Education launched a campaign called “IsiZulu Sethu Sonke Project” with the aim of ensuring that isiZulu is offered as a subject in all public schools in the province. This campaign is intended to achieve a planned change.

Language policy is sometimes used as a synonym for language planning. However, (Mesthrie 2001: 384) refers to language policy “as the more general linguistic, political and social goals underlying the actual language planning process”. Ager (2001: 5) sees language policy as an official planning, carried out by those in political authority, and has clear similarities with any other form of public policy. Tollefson (1991: 16) defines “language policy as language planning by government”. Tollefson (1991) argues that language policy is one mechanism for locating language within social structure so that language determines who has access to political power and economic resources. Language policy and planning are inseparable. Implementation is “the actual attempt to bring about the desired goals” Paulson (in Kennedy 184: 56). In this study it would be the implementation of isiZulu as a subject in order to promote language equity and language rights as required by a democratic dispensation.

Mother-tongue education “refers to education which uses as its medium of instruction a person’s mother-tongue, that is, the language which a person has acquired in early years and which normally has become his natural instrument of thought and communication” UNESCO (in Kamwangamalu, 2000: 240). However, UNESCO observes that the mother-tongue “need not be the language which a person’s parents use, nor need it be the language he first learns to speak, since special circumstances may cause him to abandon this language more or less completely at an early age” (UNESCO, 1953 quoted in Kamwangamalu, 2000: 240).

Kamwangamalu (2000) argues that effective literary acquisition and second language proficiency depend on well-developed first language proficiency. In South Africa, during the apartheid era, black South Africans felt that mother-tongue education denied them access to advanced learning and this led to them having negative attitudes towards it. In the post-apartheid South Africa, black people still have negative attitudes towards it despite the

advantages that are associated with it. That is why Kamwangamalu (2000: 247) suggests that mother-tongue has to be “cleansed” of the stigma that it has carried for decades. This study is on the implementation of isiZulu and isiZulu is suffering the consequences of the stigma attached to mother-tongue education. According to South African Language-in-Education Policy, isiZulu has to be offered as a medium of instruction for those who are first language speakers, depending on the significant number of learners and the parents’ choice. The policy also expects schools to offer it as a subject in order to promote additive bilingualism. In the Revised National Curriculum Statement Grades R-9 (2003), mother-tongue is referred to as home language. Most parents would want their children to be educated in English at the expense of isiZulu because of the past.

Additive multilingualism is the process that promotes the maintenance of home language(s) while “providing access to and the effective acquisition of additional language(s)” (LiEP, 1997:3). According to the National Curriculum Statement Grades R-9 (RNCS, 2003), additive multilingualism means that learners must learn additional languages at the same time as maintaining and developing their Home languages. Additional languages are those languages that are added on top of a person’s Home language. Learners who are English or Afrikaans first language speakers would learn isiZulu as an additional language, while those learners who are isiZulu first language speakers, either English or Afrikaans would be their additional languages. Heugh(Vol 20 no 1), notes that the concept of bilingual and multilingual education in South Africa, is framed in the concept of adding a second and even a third language to each pupil’s linguistic repertoire in ways which would best guarantee both academic and linguistic success. In this research, isiZulu is an additional language in the selected public primary schools since they use English and Afrikaans as languages of learning and teaching. All schools in the KwaZulu-Natal Province should offer isiZulu so that when the learners exit the Further Education and Training phase, they are able to converse in isiZulu.

1.5 KEY QUESTIONS

The main objective of this study was to investigate whether the targeted schools are implementing isiZulu as a subject and whether they are in line with the National Language-in-Education, 1997 in terms of promoting official languages (including indigenous languages). This study also aimed to see whether the schools are receiving any support from the Department of Education to ensure that isiZulu is implemented accordingly. In the course of addressing these broad aims, I consider the following critical questions:

1. To what extent was planning for implementation undertaken?

According to Jernudd, 1973 (cited in Kennedy, 1984: 56) “implementation is the actual attempt to bring about the desired goals”. Webb (2000: 147) sees implementation as...” the detailed plan according to which the specific goals of the policy are to be achieved”. This study had to find out whether the steering committee was formed to ensure that the implementation process is in place. It had to ascertain whether the project was launched through regional izimbizos (gatherings) to cascade the information about isiZulu Sethu Sonke Project.

2. Were schools prepared for implementation?

In other words, were there any courses offered to educators who need re-skilling? These courses would be ongoing to support implementation.

3. Is there any continuous monitoring and support given to schools?

This means that the School Management Teams and the Department are expected to monitor and support the isiZulu teachers, especially because isiZulu was not offered in these schools before. If they are getting support, is it enough and if not what would they like to have?

4. What is the language planning of the schools regarding the implementation of isiZulu as a subject?

It is important to establish whether isiZulu is offered in the school and if it is offered, from what level? How many periods are allocated to isiZulu? In other words, what are the schools doing in order to achieve change in the learners' linguistic behaviours?

5. Do schools have teachers who are competent to teach isiZulu, either as first or second additional language?

It is recommended that in order to achieve better language learning, learners have to be taught by teachers who are first language speakers of languages. This principle would also apply to isiZulu. Good results would be achieved if isiZulu is taught not only by ordinary first language isiZulu speakers, but by teachers who are really competent and have the necessary expertise of teaching it.

6. Has the school experienced any problems implementing isiZulu into their school curriculum? If yes, what kind of problems have they experienced?

All the subjects require relevant teaching and learning materials (LTSM) and isiZulu is no difference. Schools have to ensure that they have relevant resources and that they are used effectively. Time allocation for different languages and subjects has to be in line with the Departmental Policy.

1.6 OUTLINE OF THIS RESEARCH

1) Introduction: This section will provide an introduction of broad problems to be investigated and a brief explanation of the importance of the research and an outline of the study and the context of the research.

2) Literature review: This section will provide a comprehensive survey of prior research that is relevant to this study in order to provide the background to the research. It looks deeply into the history of South African language policies and language-in-education policies in order to put the current policies into the right perspective.

3) Theoretical framework: This section will present a detailed description of the framework of language planning and policy, and acquisition planning in particular since this study involves acquisition planning of isiZulu in primary schools. Acquisition planning mostly occurs in schools; therefore language-in-education will be the main focus. Kaplan and Baldauf's language-in-education planning model will be used as reference when looking at the South Africa's language-in-education planning and policy.

4) Description of research methodology: This chapter will include the following: an introduction to the research methodology, and the design of the interviews and their administration. It will also give a detailed description of qualitative research.

5) Data analysis and discussion: This section will present the data and a detailed description of the empirical results. The outcomes of the interviews from the isiZulu teachers, principals and the Department of Education official will be presented and clarified.

6) Analysis of results: This section will analyze the results of the interviews. The chapter will conclude by summarising the results of the interviews.

7) Summary and conclusion: This section will summarize the research findings, highlight and discuss any limitations of my research and indicate possible future research.

1.7 CONCLUSION

This chapter has given an introduction into the study. There are key questions that the first chapter has raised and the next chapter provides a historical background in terms of literature review to answer those questions and to put the study in context. It also explores the current language planning situation in South Africa and the language policies that give the directive of implementing isiZulu in public primary schools.

CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

This study investigates the extent to which isiZulu is implemented as a subject in the selected public primary schools of the Lower Tugela Circuit in KwaDukuza (Stanger). The implementation of isiZulu in these schools is in line with the Language-in-Education Policy of 14 July 1997 which promotes additive multilingualism. In KZN, the promotion of multilingualism would be realised by promoting the main official languages spoken in the province namely isiZulu, English and Afrikaans. The focus of this research is on isiZulu as a subject in public primary schools. The reason for choosing isiZulu is that it is the language which did not enjoy the same benefits as English and Afrikaans before 1994. Policies change, but whether the practices change is for this research to find out. In order for us to understand the current policies and the context of language policies, it would be significant to look at the history of the South African language policies and Language-in-Education because the past informs the present and in order to understand the present you have to know the past.

2.2 BACKGROUND TO THIS STUDY

2.2.1 History of language policies in South Africa

In South Africa, language has historically been what Tollefson (1991: 13) calls “one arena for struggle” as social groups seek to exercise power through their control of language. Wiley (in Kamwangamalu, 1997) observes that this has been more so because decisions about language often lead to benefits for some and loss of privilege, status and rights for others. The decisions that are made relating to language are highly political and do not exist in a vacuum. Instead they are linked to a particular social, economic or political context. In South Africa, decisions have to do with issues of political dominance, the protection of power structures, the preservation of privilege and the distribution of economic resources

(Hartshorne, 1995: 306). When the Nationalist Party came to power in 1948, it appropriated Afrikaans and used it to impose its value system Fardon (1994). Afrikaans was competing with the well established language that is, English. Both Afrikaans and English were official, even though English was powerful. The Nationalists used Afrikaans to promote their own nationalists' identity and as a result, the oppressed people, that is, Africans saw it as the "language of the oppressor" (Benjamin, 1994: 97). They developed negative attitudes towards Afrikaans and this is still the case among Africans. Benjamin (in Fardon, 1994) postulates that resources were allocated for the development of Afrikaans to enable it to compete with English. On the other hand, the development of African languages was limited to the promotion of traditional ethnic identities. Benjamin (ibid) argues that the status afforded African languages and its unavailability as a school subject in White, Coloured or Indian schools severely affected the motivation of these groups to learn African languages.

Lack of motivation and the stigma that was attached to African languages have led to negative attitudes towards them by non-African language speakers. Though the negative attitudes still exists in some people, there is a shift towards the acceptance of these languages. The progress towards the positive attitudes is hindered by the government's policies which have no clearly defined strategies of implementing African languages and also of the exact skills that the students are expected to acquire. This results to frustration among teachers in schools as they are required to teach African languages. That is why Guus (1998) sees a mismatch between emerging language policy on the one hand and the actual language practice on the other.

2.2.2 The history of Language-in-Education Policy in South African Education

Du Plessis (2003), proposed a description of the development of the South African Language-in-Education Policy using the two broad political eras. These are the Colonial era (1652-1910) and the Statehood era (1910). An overview of the different eras will be briefly described in order to highlight the basis for the current discrepancy between white and black bilingual education. Like language policies in any other domains, language-in-

education policies in South Africa have historically been based on racial discrimination by one segment of South Africa's population, the Whites, against another segment, the Blacks. Language policy on African schooling has revolved around the relative positions, power and status of English, Afrikaans and the African languages (Hartshorne, 1995).

Prior to 1994, English and Afrikaans were the only officially recognised languages in South Africa. The schools that are targeted for this study were English medium, Afrikaans medium or parallel medium of both English and Afrikaans. They therefore used either English as a medium of instruction and as a subject and Afrikaans as a second language, or Afrikaans as a medium of instruction and as a subject and English as a second language. The terms first language, second language or third language were still prevalent at the time. In the new democratic dispensation, these terms are replaced by the terms first additional, second additional or third additional language since you add the new language into your linguistic repertoire.

2.2.2.1 Language-in-Education Policy during the Colonial era (1652-1910)

The Colonial era is characterised by the four waves of colonisation, that is, the Dutch period, the British period, the Dutch-speaking Afrikaners and lastly the British period (Du Plessis, 2003). Each colonial government established its own language as the dominant language and the black people, even though they were in the majority; had to succumb to these policies. The four waves of colonisation reflect Cobarrubias's ideology of assimilation, an ideology which "is based on the belief that everyone should be able to speak and function in the dominant language or nation" (Mesthrie et al., 2001: 402). The Dutch colonisers' language policy was particularly restrictive with regard to the French Huguenots who were summarily assimilated into the Dutch culture (Du Plessis, 2003). The British colonisers' language policies were restrictive with regard to the Dutch-speaking minorities thereby assimilating them into the dominant British culture. The dominance of Dutch was short-lived, although it was reinstated as the official language alongside of English (Du Plessis, 2003).

Du Plessis outlines the features of the Language-in-Education Policy during Colonial era. These features are relevant to this study because the current South African language-in-education practises are influenced by the previous eras' language-in-education policies. One of the features is that; the foundations of single-medium, parallel-medium and dual-medium schools were laid by the so-called Smuts (1907) and by Hertzog Act (1908) towards the end of the era. There are schools in South Africa who are single-medium, like English medium schools, few Afrikaans medium schools and African languages medium schools. Most of the selected schools are single-medium English schools and one of these schools is a parallel-medium. These features date back to the Colonial era. Not all the features of the Colonial era are going to be looked at. Instead the Sisterhood era will be looked at briefly because its legacy can still be felt.

2.2.2.2 Language-in-Education Policy during the Statehood era (1910-)

The Statehood era is characterised by the establishment of the first and second South African states, the first being a state for the Afrikaners and the English (1910 onwards) and the second a state for all South Africans (1994 and onwards). Language, and more specifically language-in-education, is the central issue in the nation-building programme of both states. The apartheid era under the Afrikaner rule is characteristic in the politics of the Statehood era. Their main focus was to unite the Afrikaners and maintain their identity as proud Afrikaners. On the contrary, apartheid's primary legacy is a deeply divided society. Under apartheid, Afrikaans managed to become the dominant language in the South African society alongside English.

Du Plessis outlines the features of Language-in-Education Policy developments during the Statehood era. These features are crucial in this study as they provide the history of the Language-in-Education Policy in South Africa. The current status of language-in-education is as it is because of the previous language policies. The main theme that is prevalent in these features is the principle of mother-tongue education. The first one mentions the principle of extended mother-tongue for English and Afrikaans during their entire school career, as well as Mother-Tongue Education (MTE) for speakers of African languages. The

second one is about the single-medium schools (Du Plessis, 2003). These features clearly display the previous government's ideology of divide-and-rule. It is these separation principles which have created imbalances in terms of the language development and the inequality in their status. The new government has been in power since 1994, but the development of isiZulu and other African languages has moved very slowly and its status in schools has not greatly improved, despite the constitutional obligation which grants all the eleven languages equal status. The legacy of Bantu Education can still be felt, because English is still the main language that is used in schools, followed by Afrikaans, and then African languages come last. Speakers of African languages do not choose their languages when given a choice. This is because these languages are associated with inferior education (Kamwangamalu, 2000).

Ideology played a significant role in the history of language-in-education policies in South Africa as it is clearly demonstrated by the different periods. Each period has an ideology that formed the basis of the language-in-education planning of the time. The apartheid segregation principles, which promoted separate developments, have created a big gap between the languages in terms of their development. English and Afrikaans are the highly developed languages. This is because during the previous eras, English and Afrikaans were the dominant languages competing against each other, while the African languages were left behind. The implementation of isiZulu raises some difficulties to schools as a result of the previous policies that left these languages under-developed. Schools are finding it difficult to get isiZulu books that are suitable for second language level,

2.2.2.3 Bantu Education

Kamwangamalu (2000) points out that when the National Party came to power, it pursued two objectives in education: Segregated, differentiated education for different racial and cultural groups. In 1953 the apartheid government passed the Bantu Education Act (Kamwangamalu, 2000). At the heart of the Bantu Education Act was the determination to promote Afrikaans and to reduce the influence of English in Black schools, to impose in these schools the use of both Afrikaans and English on an equal basis

as medium of instruction, and to extend mother-tongue education from Grade 4 to Grade 8 (ibid). Despite the cognitive advantages that are often associated with mother-tongue education, Chick, 1992 (cited in Kamwangamalu, 2000) observes that this is more so because for many blacks mother-tongue education was an instrument that the apartheid government used to deny them access to more advanced learning, and to prepare them only for a separate and inferior education.

The government's attempt to enforce the Bantu Education Act resulted in the Soweto uprising in 1976. Students were demonstrating their voices against Afrikaans and Bantu Education. To the minds of black South Africans, Afrikaans was seen as the language of oppression, while English was perceived as the language of liberation. This strengthened the position of English in black communities against Afrikaans. It is against this background that when South Africa freed itself in 1994, the language issue was among the first on their agenda.

2.2.3 Current South African Language Policies and Practices

2.2.3.1 The Constitutional Obligations

The point of departure for the promotion of the African languages is considered in chapter 1, Section 6(1) – (5) of the Constitution of the Republic of South Africa, 1996, (Act 108 of 1996). This section deals with the question of languages and identifies eleven as official languages. The Constitution further recognizes that the use and status of indigenous languages of our people have been historically diminished, it therefore calls for “the state to take practical and positive measures to elevate the status and advance the use of these languages” (6 (2)).

The Constitutional provisions state the agenda regarding the languages very clearly.

Section 6 (1) states:

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

Section 6 (5) states:

A Pan South African Language Board established by national legislation must promote respect for and the development of German, Greek, Gujarati, Hindi, and Portuguese. Tamil, Telegu, Urdu, and languages used by communities in South Africa, as well as Arabic, Hebrew, Sanskrit and other languages used for religious purposes.

These clauses show that the government embraces diversity and that it is acknowledged as a resource rather than a problem. All the eleven languages are granted equal status and isiZulu is among those languages. This study is about the implementation of isiZulu as a subject and it has to enjoy its status in KwaZulu-Natal because it is one of the three languages that are spoken in the province. Section 6 (5) is also relevant in this study because in the selected schools there are schools who promote those languages that they use for religious purposes, like Hindi, Tamil and Arabic. Section 6 of the Constitution forms the basis for multilingual education policy. Historically, with respect to the official use of languages, English and Afrikaans were the two languages that enjoyed official status. These two languages were constitutionally guaranteed equal status and were thus used in government departments (Sukumane, 1998). Section 6 of the new government's constitution advocated the use of eleven languages which are mentioned in Section 6 (1).

2.2.3.2 Multilingualism in South Africa

South Africa is a multilingual country and being multilingual means that many languages are used in various contexts and for various purposes. (Pan South African Language Board, 1998). By promoting multilingualism, the Constitution offers us an opportunity to reclaim the value of linguistic pluralism in South Africa, and in so doing to rediscover a hidden store of knowledge. Understanding many languages will provide people with access to information. The promotion of multilingualism furthermore, gives us an opportunity of participating more fully in both national and international community. This is because the South African Constitution allows learners to learn both indigenous and foreign languages, like French, German etc.

Alexander (in Murray, 2002) sees education as an important means through which South Africa's multilingualism can be developed. Faure (in Hartshorne, 1995), believes that the education policy of any country reflects its political options, its traditions and values and is directed towards achieving certain purposes, ideologies, ideas about the state and society. In South Africa, during the apartheid era, it was used to promote the apartheid ideology of divide-and-rule. The new democratic government added multilingualism as a new value that has to be developed in education and other sectors.

The implementation of a fully multilingual education means developing each of the nine indigenous languages to the point where it could function, like English and Afrikaans, as fully-fledged languages of learning and teaching. The Revised National Curriculum Statement Grade R-9 (RNCS, 2002), supports an additive approach to multilingualism. The RNCS moreover, recommends that learners should be taught in their Home languages, and at the same time providing them with access to additional languages. Webb (2002) believes that second and third language study can also make a significant contribution to the promotion of multilingualism since such a decision can lead to better inter-group communication.

De Klerk (in Heugh et al., 1995) looks at research which points to cognitive advantages of bilingual or multilingual education for children. In the survey that she has done, she found that bilingual children may have greater metalinguistic awareness, think more creatively and possess greater communicative sensitivity than monolingual peers.

The new policy reflects attempts by the government towards redressing the past imbalances of the South African policies. Past language policies were characterised by the domination of languages that belonged to the people in power (Mmusi, 1998). The multilingual policy is very good on paper, but whether it is implementable is the next concern. The section that follows outlines the critical problems that are associated with multilingualism policy.

2.2.3.3 Critical problems related to multilingualism

In principle, multilingualism is a good concept, which recognises the linguistic diversity of South Africans, but unfortunately to put this concept into practice, raises some critical problems. The issue of teacher education is crucial if multilingualism has to succeed, because the education sector is seen as the main agency of promoting multilingualism. The teacher cadre with the necessary expertise has to be developed. Young (in Murray, 2002) suggests that teachers should not qualify without being rigorously trained and assessed as bilingual or trilingual. Murray (2002) points out that a much neglected area of teacher development is the training of teachers to teach African languages. This is still the case in schools where the teachers who teach languages as additional languages are not rigorously trained to teach these languages in different levels, that is, as home language, first additional languages and second additional languages. Compared to the three levels, teachers are better at teaching languages on a home language level to the language's first language speakers, than to teach as additional languages to second and third language speakers. What is also better in the home language level, is the issue of resources, like textbooks, readers, audio-visual aids etc. It is not difficult to get resources for languages on a home language level.

Another critical area in the promotion of multilingualism is the development of resources like readers, textbooks and dictionaries for different languages, particularly African languages, especially for second and third language speakers of African languages. Multilingualism promotes the use of official languages of our country, but at the same time, no language has to be used at the expense of another language. The challenge that the schools have is that of creating space in the curriculum for new languages. This condition results to a situation where other languages are not given enough time because the curriculum is not endlessly permeable.

Bamgbose (in Mmusi, 1998) argues that African languages are generally characterised by *avoidance, vagueness, arbitrariness, fluctuation, and declaration without implementation.*

In most of African states the legacy of the past policies can still be felt, and South Africa is no exception. The effects of past policies where English and Afrikaans enjoyed high status are still prevalent. Mmusi (1998) argues that the language policy in South Africa is very idealistic and might never be implemented because the eleven languages will never be equal. Even though on paper, all South African languages are equal, but the practices point to a different matter (Kamwangamalu, 2000). According to Kamwangamalu, “language practices indicate that the old practices still remained unaffected and the official languages are unofficially ranked hierarchically and constitute a three-tier, triglossic system: one in which English is at the top, Afrikaans is in the middle and the African languages are at the bottom”. (Kamwangamalu, 2000: 51). The practical reality of the South African policy conflicts with the theoretical policy as laid down in the National Language Policy documents. The multi-racial schools that were part of this study show that there is slight move towards the right direction because they offer isiZulu as an additional language. This might be because schools are responding to the directive by the constitution which grants official status to all the eleven languages. The next section looks at how the constitutional principles impacted on the schools with regards to the promotion of multilingualism.

2.2.3.4 The impact of the constitution and its directives on schools vis-à-vis multilingualism

South African government and its Constitution have to be applauded for recognizing all the eleven languages as official languages. The principle of multilingualism as it is mentioned in the Constitution recognizes the diversity of cultures and supports the importance of ensuring that equality through diversity need to be achieved. The Constitutional provisions have to impact on Education, that is, the schools must reflect this multilingualism in terms of their language policies. Heugh (1995: 84), in her study revealed that “monolingual instruction in schools is an artificial and pointless exercise”. This is because in reality, South African society is not monolingual. This reality needs to be acknowledged in one way or another. Pupils come to schools with a variety of languages, but this is shattered by the schools’ policy that discourages multiplicity. School’s language policies must be in line with the Language-in-Education Policy in terms of promoting multilingualism. The

Language-in-Education Policy takes its directive from the constitution. It is therefore crucial to look at the Language-in-Education Policy and its input in the promotion of multilingualism.

2.2.3.5 Language-in-Education Policy

This new Language-in-Education Policy, 1997 was responding to the new constitutional obligation, which states “recognising the historically diminished use and status the indigenous languages of our people, the state must take practical and positive measures to elevate the status and advance the use of these languages” (Section 6 (2)). The Department of Education and the government “recognizes that our cultural diversity is a valuable national asset and hence is tasked, amongst other things, to promote multilingualism, the development of the official languages, and respect for all languages used in the country”(Section 5.1. (1), Language in Education Policy, 1997). In order to promote multilingual education, the language in education policy came up with the principle of “additive bilingualism” which involves home language maintenance, while providing access to additional languages. Another crucial element of this policy is the principle of individual choice:

(A.6: 6). The right to choose the language of learning and teaching is vested in the individual. This right has, however, to be exercised within the overall framework of the obligation on the education system to promote multilingualism. (Language-in-Education Policy, 1997)

The policy also has the following important aims:

(C.2: 6) To pursue the language policy most supportive of general conceptual growth amongst learners, and hence to establish additive multilingualism as an approach to language in education (Language in Education Policy, 1997).

(C.3: 6) To promote and develop all the official languages. (Language-in-Education Policy, 1997).

(C.6: 6) To develop programs for the redress of previously disadvantaged languages (Language-in-Education Policy, 1997).

According to the above policy aims, it shows that the policy acknowledges that language has a role to play in learning and that it can be used to improve teaching and learning conditions. The policy also accepts the assumption that schools are the best sites for language learning and therefore the new language challenges can be dealt with at school level. The policy also shows features of flexibility where learners and parents can choose the language of learning and teaching. But then that is accompanied by the clause, “The Department of education will determine how the needs of those learners will be met, taking into consideration:

- (a) The duty of the state and the right of the learners in terms of the Constitution, including;
- (b) the need to achieve equity
- (c) the need to redress the results of past racially discriminatory laws and practices
- (d) practicability and
- (e) The advice of the governing bodies and principals of the public schools concerned (Section C (2) LiEP, 1997: 7).

Webb (2000) finds a problem in the flexibility of South African language-in-education policies. He argues that the South African policies display the same weaknesses as those listed by Bamgbose as being typical of African language policies: avoidance, vagueness, arbitrariness, fluctuation, and declaration without implementation Bamgbose (in Webb, 2002). According to Webb (2002) practicability would be an escape clause which falls under avoidance. The selected schools are to ensure that their language policies support the conceptual growth of learners. They can do so by exposing the learners to different languages using the principle of additive multilingualism.

This study is conducted within the field of Language-in-Education Policy, a subset of language planning. Schools, especially primary schools are arguably the best to promote the implementation of isiZulu because young children between 7 and 14 years are able to learn as many languages quite effortlessly at an early stage of their development (O' Grady, et al., 1997). According to Kaplan and Baldauf (1997: 122) "Language-in-Education Policy represents a key implementation procedure for language policy and planning", therefore in the South African Context, LiEP would represent the key implementation procedure for language policy and planning. It is not surprising that the education sector is chosen as the best site for language planning.

According to the LiEP, "all language subjects shall receive equitable time and resources allocation" (LiEP, 1997 Section D3). Even though the policy stipulates that the time and resources allocation should be dealt with equitably, the language practices indicate a different matter. My daughter went to one of the multi-racial primary schools in Kwa-Dukuza where isiZulu is taught as a subject. Her timetable indicated that the number of periods that is allocated to isiZulu is low compared to other language subjects. These practices prove Mda (2004) correct when she argues that the status of African languages has not improved greatly despite the introduction of new policies and legislation by the democratically elected government.

Premier S'bu Ndebele announced in his state of the province address in 2005 that all public schools in KwaZulu-Natal (KZN) will offer isiZulu as a school subject in 2006. In line with the Premier's call, the KZN Department of Education came up with a manual, *IsiZulu Sethu Sonke Project Manual*, which highlights its campaign to introduce isiZulu in all public schools in the province. This document clearly targets public primary schools and makes no mention of private schools. The document states:

In line with the Premier's call the KZNDoE has embarked on a campaign to provide all the learners in the Province an opportunity to learn isiZulu in all public schools since IsiZulu as a language is spoken by +- 90% of the learners in our province (IsiZulu Sethu Sonke Project Manual, 2005).

This project has as its long term goal:

To contribute towards moral and cultural regeneration through language learning. This will be achieved when learners that exit the system are able to communicate in isiZulu both orally and in writing bearing in mind that it is the language that is spoken by +/-90% of the KZN population.

The *IsiZulu Sethu Sonke Project* has as its short term goal;

To ensure that all schools in the Province make the language options available in 2006 (IsiZulu Sethu Sonke Project Manual, 2005).

The Department of Education (IsiZulu Sethu Sonke Project Manual, 2005), notes that the current situation in schools is that all schools admit isiZulu speaking learners to the extent that some of the schools have +/- 80% isiZulu speaking learners yet it is not taught as a subject in these schools. If this project was implemented in 2006, all schools in 2008 are expected to have the different language options. These options mean that languages can be offered in three levels, namely: Home Language, First Additional Language and Second Additional Language. It can be offered in the above-mentioned levels depending on the school's circumstances. It is up to schools to decide whether they decide to offer isiZulu as a Home language, First Additional language or Second Additional Language depending on the decisions that are made by schools and their governing bodies.

In the selected primary schools around KwaDukuza, most primary schools seem to offer isiZulu as a subject. What I wanted to ascertain was whether these schools are following the same policy documents and guidelines from the Department of Education for the implementation of isiZulu as a subject in different levels or whether each school has its own programme that it follows to implement isiZulu. In preliminary discussion with fellow teachers, very little of them actually knew about the existence of the *IsiZulu Sethu Sonke Project Manual*, although they are teaching isiZulu. This concern relates specifically to multi-racial schools, where the language of learning and teaching is either English or

Afrikaans. Changes in the South African language policy also brought about changes in the curriculum. Curriculum 2005 produced the Revised National Curriculum Statement Grades R-9 (RNCS). The RNCS is also committed to multilingualism through its principle of additive multilingualism. What follows is brief discussion about the RNCS and its additive approach to multilingualism.

2.2.3.5 The Revised National Curriculum Statement Grades R-9 in relation to the additive approach to multilingualism

It is an undeniable truth that South Africa is multilingual and being multilingual should be a defining characteristic of every South African (LiEP, 1997). It is therefore crucial that the learners reach high levels of proficiency in at least two languages and, that they are able to communicate in other languages. This is the ultimate goal of additive multilingualism. In order to realise that goal, the RNCS policy, through its Languages Learning Area ensures that it is in line with the Department of Education's Language-in-Education Policy. This policy gives the School Governing Bodies (SGBs) the responsibility of selecting the school's language policies that are appropriate to their circumstances and in line with the policy of additive multilingualism. In order to ensure that an additive approach to multilingualism is followed the RNCS policy stipulates that:

- *All learners learn their home language and at least one additional language.*
- *Learners become competent in their additional language, while their home language is maintained and developed.*
- *All learners learn an African language for a minimum of three years by the end of the General Education and Training Band. In some instances, it may be learned as a second additional language. (RNCS, 2002: 4)*

The Languages Learning Area covers all eleven languages in three levels, that is, Home Languages, First Additional Languages and Second Additional Languages. These different levels are approached differently. The Home language is the language that the learners know and understand before they come to school. The way that the curriculum is designed,

assumes that learners understand and can speak the language. The First Additional Language assumes that they do not necessarily have any knowledge of the language when they arrive at school. The curriculum is designed in such a way that it starts by ensuring that learners understand and can speak the language. The Second Additional Language which may be an official language or foreign language is intended for learners who wish to learn the third language. Its curriculum is mainly for communicative purposes.

These levels are relevant for the teaching of isiZulu because it is also taught in these levels by different schools depending on the schools' circumstances. The multi-racial schools under study offer isiZulu either as First Additional or Second Additional Language because the language that they use as Home language is either English or Afrikaans. Educators have to consult the different policy documents for levels that their schools have chosen.

2.3 HYPOTHESIS

This research hypothesized that, unless the Department of Education provides clear strategies of implementing its policies at a school level, like teaching isiZulu in our case, a multilingual policy will remain a theory. Apart from clear strategies, there also has to be continuous monitoring and support to schools to ensure that implementation continues smoothly and thus minimizing difficulties. Support can be increased by providing schools with relevant resources, organizing workshops for educator development, and ensuring that schools have suitably qualified isiZulu educators.

2.4 CONCLUSION

In this chapter, an overview of the research literature in the field of language planning, and in particular, South African language planning has been presented. The literature that was reviewed provides the history of language policies in South Africa and the current situation. The history of Language-in-Education Policy is also discussed because it is a subset of language planning by government. The history of language policies and language-in-education policies provide the background that will assist in understanding the current

language policies in South Africa. The next chapter, Chapter 3, focuses on the theoretical framework of language planning and policy, and acquisition planning in particular since this study involves acquisition planning for isiZulu in primary schools.

CHAPTER 3

THEORETICAL FRAMEWORK

3.1 INTRODUCTION

Since this study was conducted within the field of Language-in-Education Policy, a subset of language planning, it is significant to have an overview of language planning. Language-in-Education planning represents the key implementation procedure for language policy and planning and it is therefore necessary to look at it in more detail. This study investigates the implementation of isiZulu as a subject in public primary schools of the Lower Tugela Circuit in KwaDukuza, Stanger. What follows is a review of the various theories and definitions of language planning and policy. This literature overview provides a theoretical and conceptual framework for considering the implementation of isiZulu in the selected public primary schools at the Lower Tugela Circuit.

3.2 LANGUAGE PLANNING OVERVIEW

Kaplan and Baldauf (1997: 3) define language planning as “a body of ideas, laws and practices intended to achieve a planned change (or to stop change from happening) in the language use in one or more communities”. To put it differently, language planning refers to efforts in a socio-political context to solve language problems, preferably on a long-term basis, by heeding the process of language change Eastman (1992, 96). According to Weinstein (in Alexander, 1992: 143), language planning is a government-authorised, long-term sustained and conscious effort to alter a language itself or to change a language’s functions in a society for the purposes of solving communication problems. In almost all the definitions of language planning that one comes across in literature, the terms, ‘deliberate’, ‘future-oriented’, ‘government oriented,’ ‘ solving language problems and ‘bringing about change’ are evident. These definitions bring forth the question of who the

intended beneficiaries of policies are and the question of who executes these activities (Beukes: 2008).

According to Kaplan and Baldauf (1997), traditional language planning fit the ‘top-down’ model where people with power and authority make language related decisions for groups, often with little or no consultation with the ultimate language learners and users. Alexander (1992) supports language planning from below, that is, bottom-up planning as opposed to top-down. He further argues that non-government initiatives have to be encouraged and allowed to flourish. Even though he acknowledges the view that the non-government agencies lack the resources to implement large-scale plans, he believes that they ought to be accepted as attempts of language planning (Alexander, 1992).

Language planning involves two interrelated activities: corpus planning and status planning. Status planning “regulates the power relations between languages, while corpus planning involves attempts to define or reform the standard language by changing or introducing forms in spelling, pronunciation, vocabulary and grammar” (Kamwangamalu, 1997: 235). Cooper (1989) proposes a third type which he terms language acquisition planning. According to Cooper (1989: 33), when “ language planning is directed towards increasing the number of users, e.g. speakers, writers, listeners, or readers, then in addition to the status planning/corpus planning distinction, a separate category of language planning acquisition planning is justified”. The implementation of isiZulu as a subject in the selected multi-racial primary schools in the Lower Tugela Circuit in KwaDukuza is an instance of acquisition planning. Thus the main focus of this study is acquisition planning for isiZulu which is, increasing the number of isiZulu speakers. Acquisition planning is going to be looked at when language-in education policy is discussed. This is because in most cases the spread of language occurs through education. This view is supported by Alexander (in Murray, 2002) who sees education as an important means through which South Africa’s multilingualism can both be both validated and developed. Even though status planning for isiZulu occurred when it gained official status, but the main focus is on acquisition planning. Language planning can be the function of government through its structures, the education sector or other organisations, depending on the type of planning at stake. In the

next section, different language planning agencies are going to be discussed. All these agencies are relevant to this specific study, but the main focus is on the education agencies because the study is investigating the implementation of isiZulu in selected public primary schools. If it involves schools, then the education agency is more relevant.

3.3. LANGUAGE PLANNING AGENCIES

Language planning actors or those who are involved in language planning can be seen as working within four basic areas. These areas, according to Kaplan and Baldauf (1997) are i) governmental agencies ii) education agencies, iii) quasi-governmental and iv) other organisations. These agencies will be discussed and looked at in relation to the South African context.

3.3.1 Governmental Agencies

In most countries, the government generally has the power to legislate and the ability to foster structures to enforce planning discussion (Kaplan and Baldauf, 1997). Since the planning process involves as a necessary component, an implementation phase, government has the resources to implement large-scale plans (Alexander, 1992). If one looks at the language planning definitions, there is a strong element of government involvement. This does not necessarily mean that language planning is done solely by a central authority. Cooper (in Mesthrie et al., 2001) is opposed to the idea of language planning as being conducted by the central authority. He argues that the view that government-authorised agencies are identified as the main agents of language planning activities is, “Eurocentric’, ‘idealistic’, and ‘alien’ to African experiences of language planning” (Bangbose, in Mesthrie et al., 2001).

Kaplan and Baldauf (1997) argue that the government of most of newly independent nations in Sub-Saharan Africa got involved in language planning activities. This is due to the legacy of the colonial practices that left these countries in a situation where a foreign language is wide-spread and is used for most of the administrative purposes. Kaplan and

Baldauf's argument justifies the government involvement in language planning because it is the government's responsibility to select the language or languages that could serve the needs of national unification, like the multilingual language policy of the South African government.

When the South African government came into power in 1994, one of the immediate problems that the new government was faced with, was what it would do with the two languages, English and Afrikaans which it inherited from the previous government, the colonial and the apartheid government (Kamwangamalu, 1997). The African National Congress (ANC) government identified language as an area in need of planning for post-apartheid South Africa (Herbert, 1992).

In South African context, structures like Pan South African Language Board (PanSALB) were established by national legislation to assist in the democratisation of our society (PanSALB, 1998). The establishment of PanSALB was envisaged by the South African interim Constitution in 1993 (Beukes, 2008). The mission of the Board is to promote multilingualism in South Africa by:

- *Creating the conditions for the development of and the equal use of all official languages.*
- *Fostering respect for and encouraging the use of other languages in the country and*
- *Encouraging the best use of the country's linguistic resources.* (Draft Discussion Document: PanSALB, 1998).

Before the establishment of the PanSALB, another structure, named, LANGTAG (Language Task Group) was set in 1995 by the then Minister Ben Ngubane who was responsible for language matters (Beukes, 2008). The LANTAG is a structure that prepared for the establishment of the PanSALB. PanSALB has now expanded in the provinces and recently in national government departments, and there are 35 language structures that have been created as substructures of the PanSALB since its establishment in 1996 (ibid).

3.3.2. Education Agencies

Acquisition planning, which is about efforts to spread and promote the learning of a language mostly occurs in schools. The education sector has been allocated the responsibility of planning language change, not bearing in mind that the education ministry does not have the scope, the resources or the authority to influence language use to any extent beyond the education sector (Kaplan and Baldauf, 1997). The education sector is faced with challenges of having to deal with immigrant population coming from different educational system, having different linguistic backgrounds (Kaplan and Baldauf, 1997). The education sector has to ensure that when planning is done, all these people from different linguistic backgrounds have to be taken into account and catered for. The similar situation is facing the South African education sector where there are many learners who come from different African States who have different linguistic backgrounds.

Kaplan and Baldauf (1997: 8) mention five language policy and planning decisions that the education sector has to make:

- *It has to determine which language(s) will be taught within the curriculum and when in the curriculum the onset of instruction will occur.*
- *It must define the teacher supply, taking into consideration who will teach the language(s) included in the curriculum, the nature of pre-service and in-service training required to produce proficient teachers.*
- *It will need to determine what segment of the student population will be exposed to language(s) education.*
- *It will need to define assessment processes that can be used for initial placement, for in-course testing and for output (Summative) testing.*
- *It also needs to determine how to support all this activity fiscally and physically.*

In the South African context, the Department of Education, through its Language-in-Education Policy of 1997 (LiEP), has to ensure that multilingualism is promoted. This policy states how different languages are used with the goal of promoting additive

multilingualism. The LiEP promotes the use of the learners' mother-tongue, which is referred to as a home language in the Revised National Curriculum Statement, Grade R-9, as the Language of Learning and Teaching (LOLT) and using other languages as additional languages. The LiEP gives the school governing bodies the responsibility of promoting multilingualism in schools. *The IsiZulu Sethu Sonke Project Manual*, which is a campaign to introduce isiZulu in all public schools, mentions the KwaZulu-Natal Department of Education, at a provincial, regional and district level, as stakeholders in the implementation of isiZulu in the public schools in the province. The Department of Education at a provincial level is responsible for developing and guiding the transformation programme that is necessary to achieve the goals of this project (IsiZulu Sethu Sonke Project Manual, 2005). The regional and district levels are crucial for the successful implementation, monitoring and evaluation of the project outcomes. In South Africa, the education sector through the provincial, regional and district structures ensures that the language planning and policy decisions are made. The IsiZulu Sethu Sonke Project Manual and Language-in-Education Policy, 1997 are evidence of language planning decisions that were taken by the Department of Education.

3.3.3 Non-Governmental organisations and other organisations

There are a variety of non-governmental organisations which are also involved in language planning. In South Africa, National Language Plan (NLP), and Project for the Study of Alternative Education in South Africa (PRAESA) are some of the non-governmental organisations (NGO's) that are involved in language planning. Language planning is also important in the religious sector. For an example, in Islam religious bodies have played a major role in the spread of Arabic and in the preservation of Classical Arabic. Religious bodies, particularly in the colonial times were the sole dispensers of education (Kaplan and Baldauf, 1997).

Business sector also play a key role in the language planning and policy formulation. In South African courts of law, there are interpreters for different languages. Arrested persons have to understand their rights and these have to be explained to them in a language that

they will understand and in this way languages become developed. The languages that will have that opportunity are those selected to perform that task which are also official. In South Africa, the media also has a role to play in the development and promotion of languages. The *IsiZulu Sethu Sonke Project Manual* mentions media (both newspapers and radio stations) as part of the campaign.

3.3.4. Other organisations

The final category of organisations or agencies of language policy formulation and planning includes those in which language planning is an accidental outcome of the primary function of the body (Kaplan and Baldauf, 1997). An example of this accidental language planning outcome is the Postal Service whose primary function is to get the mail delivered. There is a certain way that envelopes are addressed to ensure that the people who work at the post office understand. In South Africa, the addresses are in English and you have to learn to write it in English. In this way, English gets to be selected.

As has been noted in the language planning definitions, language planning is a function of government. The government has the resources to implement large-scale plans, since the planning process involves an implementation phase (Alexander, 1992). Language planning by government is an umbrella to other language planning agencies and it provides the underlying principles of language planning in all the sectors of the society. The LiEP, which is an education agency, has been developed as part of the national language plan of promoting multilingualism and it operates within the paradigm of the country's constitution. Government agencies are relevant to this study as they relate to language planning by government. Language planning and language-in-education policies of South Africa provide the theoretical framework for this study. Thus, education agencies, which relate to the Language-in-Education Policy is also relevant for this study.

3.4. LANGUAGE POLICY ISSUES

In literature, language planning and policy are used interchangeably as synonymous, though Kaplan and Baldauf (1997) see these as referring to different processes. The ambiguity that is exhibited is attributed to government legislation which defines these terms and not by linguistics (Kaplan and Baldauf, 1997). Since they are defined by governments as part of actual legislation, they are often without reference to the functions they may or may not serve in a community. For an example, a language of wider communication in a political definition can be a foreign language in education definition (Kaplan and Baldauf, 1997).

Mesthrie et al. (2001: 384) defines language policy as “the more general linguistic, political and social goals underlying the actual language planning”. To put it simpler, Tollefson (1991) defines “language policy as language planning by government”. The language policy of any country does not occur in a vacuum, but instead it exists in the context of a particular social, economic and political order. These form the underlying principles of the country’s language policy. Therefore, the country’s language policy strongly depends on the government in power. In South Africa, the previous government policies were premised on the notion of apartheid ideology of divide-and-rule, where South Africa’s language diversity was used to promote separation among the people. When the new democratic government came into power, the language issue was top on the agenda. The new South African language policy differs from the past policies in terms of its acknowledgement of language diversity as a resource instead of seeing it as a problem (Kibbee, 1998). Multilingualism policy embraces diversity which is evident in the country. With the new government’s philosophy of embracing diversity, the Government of National Unity (GNU) formulated a new multilingualism language policy (Kibbee, 1998).

3.4.1 Theoretical Perspectives of language Policies

Language policies are best understood when one considers the underlying theoretical perspectives for the formulation of language policies. Wiley (in Du Plessis, 2003: 8)

concludes that “language policies are best understood in their relationship to broader societal policies, dominant beliefs and power relationships among groups”.

Weinstein (in Du Plessis, 2003) classifies language policy decisions into three categories of political decision-making: firstly, decisions by the state or society to maintain the status quo, that is, to protect itself and its institutions. Bamgbose (in Kibbee, 1998: 229) has identified three categories of language policies and “status quo” falls under his language policy categories. According to him, the status quo is a nationalist approach in which the language of wider communication, usually a colonial language, is retained as an official language. In the case of South Africa, English and Afrikaans are still retained as official languages and the status quo has not changed.

The second political decision-making by the state or society is to ‘reform’, that is, to strengthen itself and its institutions by broadening political participation and access to education or change by facilitating and expanding in existing political structures, wealth and symbols of prestige, thus increasing solidarity. In South African context, the multilingual policy reflects pluralism and the principles of the Constitution which are equity, equality and access. Therefore, the South African multilingual policy will fall under the category of ‘reform’.

The last category is to ‘transform’, that is, “to radically substitute new patterns of access to power, wealth and prestige, changing the identity of society, replacing one elite by another in the state apparatus and altering patterns of access to reflect the replacement of a dominant class or ethnic group or to completely change the identity of a society” (Du Plessis, 2003: 8). When African languages are made “official”, means that the policy falls under Bamgbose “radical” approach (Kibbee, 1998: 229).

Other theoretical perspectives that are crucial to our understanding of underlying ideological orientations are by Cobarrubias (in Mesthrie et al., 2001). Cobarrubias has identified four major ideologies that underlie the development of language policies: linguistic assimilation, linguistic pluralism, vernacularisation and internalisation. The

ideology of linguistic assimilation “is based on the belief that everyone should be able to speak and function in the dominant language of the community or nation (Mesthrie et al., 2001: 402). In South African institutions, the language practices show assimilation towards English, although unofficial. If one looks at the South African schools, English is still the main language that is used as the language of learning and teaching, despite the multilingualism policy that recognises all languages as official languages. This was confirmed by the principals of the selected multi-racial schools in the Lower Tugela Circuit, who were participants of the study, where they still use English as the main language. At the moment, one cannot fully blame them because other languages like African languages still need development. These selected multi-racial schools still struggle with teaching and learning material for isiZulu as an additional language.

In contrast to the ideology of linguistic assimilation, linguistic pluralism “stresses the multilingual reality of societies and involves the co-existence of different language groups and their right to maintain and cultivate their languages on an equitable basis” (Mesthrie et al., 2001: 402). South Africa’s multilingual policy reflects linguistic pluralism. Mesthrie et al. (2001) advise that pluralism and multilingualism are sociolinguistic facts and thus have to be underlying principles in language planning.

The ideology of internalisation refers to the adoption of a non-indigenous language as an official language, like English in South Africa, while vernacularisation refers to the restoration of an indigenous language and its adoption as an official language Kamwangamalu (2000).

3.5 KAPLAN AND BALDAUF’S MODEL FOR LANGUAGE-IN-EDUCATION PLANNING

Kaplan and Baldauf (1997) view Language-in-Education Policy as being the same as what Cooper terms acquisition planning. The education sector is the main component for bringing about a country’s language change. The school is the place where formal language instruction takes place. Language-in-Education Policy is a sub-set of the national language

policy; therefore it has to be in line with it. The education sector has to formulate its policy in such a way that it promotes the goals of the national language policy. Once the policy as has been determined, there are a number of issues that have to be considered. The following structure displays Kaplan and Baldauf language-in-education planning. The discussion of the model will focus on the implementation stage since the study is on the implementation of isiZulu.

The stages are numbers 8-12 in the following diagram.

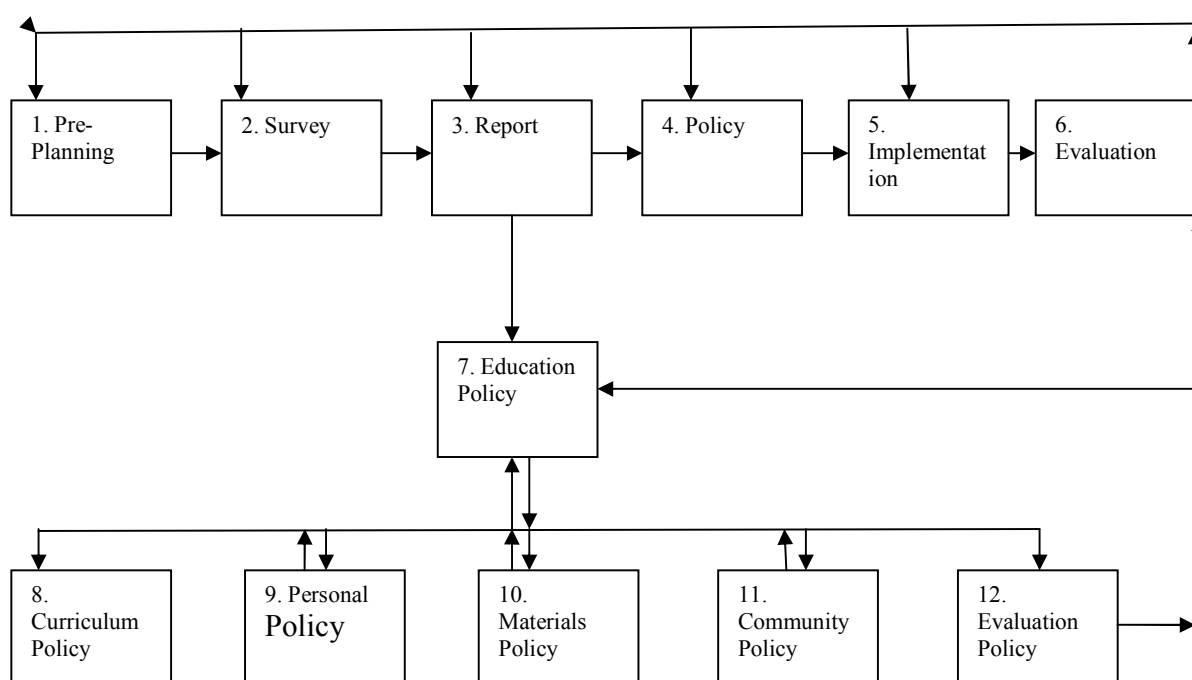


Figure 1 Schema for Language-in-Education Policy development

This diagram shows the whole Language-in-Education Policy planning process from the pre-planning stage till the evaluation stage after policy implementation. The discussion will focus on the implementation stage since it involves the education sector which is the focus of this study. The issues that have to be examined as part of any language-in-education implementation programme include, curriculum policy, personnel policy, materials policy, community policy and evaluation policy (Kaplan and Baldauf, 1997). These areas of policy development vary from country to country, depending on how their education system

operates. These policy issues give guidelines which will assist in looking at the South Africa's implementation plan. Each of these issues will be dealt with individually.

3.5.1 Curriculum policy

The primary issue concerns the space in the curriculum allocated to language instruction because the curriculum is not endlessly permeable. The school curriculum has a very limited space and whenever something is added in the curriculum, it is done at the expense of something that is already in the curriculum. The South African Language-in-Education Policy, 1997, states, "All language subjects shall receive equitable time and resources" (Section D (4)). Teaching of isiZulu as a subject in the selected multi-racial schools of the Lower Tugela Circuit will require that schools create space for isiZulu in their curriculum since it was not offered before. According to this policy, isiZulu has to be allocated equal time as other language subjects. Since I have mentioned that the curriculum has a very limited space, isiZulu is taught in a maximum of three periods of thirty minutes per week. The reason for allocating fewer periods to isiZulu than to languages like English is that English is used as the main language and schools cannot increase the periods of isiZulu at the expense of English.

Another issue under the curriculum policy is the question of when to start language instruction. The earlier language instruction is introduced, the better. At the same time, the earlier the language instruction is introduced, the larger the space it will need in the curriculum. In the South African context, the Language-in-Education Policy states; "From Grade 3 (Std 1) onwards, all learners shall offer their language of learning and teaching and at least one additional approved language" (Section D (4)). The RNCS is in line with the LiEP in terms of this policy, but goes further to say, "All learners learn an African language for a minimum of three years by the end of the General Education and Training Band" (RNCS, 2002: 4). Lambert and Shohamy (2000) argue that decisions on the matters of when to start the language instruction are in part educational, but in large part they are influenced by political, cultural and other factors. In the selected multi-racial schools, isiZulu is allocated a maximum of three periods per week. Each period is worth thirty

minutes. Kaplan and Baldauf (1997) also point out that the issue of which subjects are reduced or eliminated in the curriculum is a highly politicised question. In South Africa, there are factors which contribute to a situation where isiZulu is allocated fewer periods. One of the reasons is that isiZulu is not going to be used as a language of learning and teaching (LOLT) in the multi-racial schools in the near future. The RNCS does give schools directive that if the school plans to use a certain language as a language of learning and teaching, it states that, that particular language can be introduced in grade one (RNCS, 2002). In the case of the selected schools, they do not plan to use isiZulu as LOLT in the near future.

3.5.2 Personnel policy

Another issue that needs to be addressed is the teacher cadre which will deliver the instruction. It is important for teachers to receive the relevant training that will equip them for language instruction. Mmusi (1998) believes that in South Africa an aggressive training programme of language teachers is an imperative if the new Language-in-Education Policy is to succeed. According to Kaplan and Baldauf (1997) there are two issues underlying teacher training: one has to do with achieving and maintaining competence in the target language; the other has to do with the incentives to get teachers to place themselves in the pool. Educational systems will need to provide pre-service training and adequate reward, high quality in-service training to permit teachers to maintain their level of proficiency. Language teachers and the teaching profession need to be granted serious status (Kaplan and Baldauf, 1997). The *IsiZulu Sethu Sonke Project* point out that the demand for re-skilling and retraining of educators is critical if the project is to be successful. The Department planned to use Higher Education Institutions to assist with the re-skilling of educators.

3.5.3 Materials policy

The materials policy requires teachers to teach in some content. This is in line with the principles of Outcomes-Based Education which is about teaching in context. The materials

have to be in line with the methodology of teaching the language and the methodologies used to train teachers. In South Africa, it is still difficult because tertiary institutions are not producing what schools need. All schools are required to teach African languages, yet teachers are not prepared to do so, in other words, they do not have the methodology. Language-in-education planning must select an appropriate methodology, guarantee that the materials to be used are in line with the methodology, and provide authentic language (Kaplan and Baldauf, 1997).

3.5.4 Community policy

Language education does not occur in a vacuum, but is linked to the community where learners and teachers come from. These learners have their parents who are also concerned about the education of their children. There are two primary issues here: “the attitudes of the community toward language teaching in general, towards language teachers as a group, toward the particular target language” (Kaplan and Baldauf, 1997: 135). Paola (2001) points out that in South Africa, the language attitudes of students and parents towards learning a language are particularly shaped by the specific learning context, their personal experiences of schooling, and by the social and historical context of the language learning situation.

3.5.5 Evaluation policy

An education plan has to be evaluated to see whether it had much success. An objective of language teaching is the attainment of some degree of bilingualism in the target language among the target population by the end of the study period. Balanced bilingualism, if it can be achieved, requires years of exposure (Kaplan and Baldauf, 1997). Students must be evaluated to determine whether they are achieving the objectives set by the system; teachers must be evaluated to determine whether they have the language skills necessary to deliver quality instruction at the level demanded by the system, and the entire system must be evaluated to determine whether the objectives set are commensurate with the needs, abilities and desires of the population (ibid: 138).

3.6 CONCLUSION

In this chapter an overview of the theoretical framework in the field of language planning, in particular, Language-in-Education Policy planning was given. These theories help in giving a frame of reference when looking at the South African language policies and language-in-education policies. In the next chapter, the methodology that was used to answer the research questions is going to be discussed.

CHAPTER 4

RESEARCH METHODOLOGY

4.1 INTRODUCTION

Research methodology is the “how of collecting data and the processing within the framework of research process” (Brynard and Hanekom, 1997:27). Kaplan (cited in Cohen et al., 2007) suggests that the aim of methodology is to help us to understand, not the products of scientific inquiry, but the process itself. Brynard and Hanekom (1997) see the collection of data as the most time-consuming part of the research. Though it is time-consuming, it must be done because without data, it would not be possible to broaden one’s understanding, to explain the “unknown”, or to add new knowledge to existing knowledge (Brynard and Hanekom, 1997).

There are many different types of research models that are employed by social researchers. Sarantakos (1998) mentions 14 types, but he emphasises that two well established major domains of social research that most theorists discuss are quantitative and qualitative research. According to Brynard and Hanekom (1997), in the human sciences, two basic methodological research methods are quantitative and qualitative methodology. This supports the view that most social science theorists discuss about these two. Mc Millan and Schumacher (2006: 315) define qualitative research “as inquiry in which researchers collect data in face-to- face situations by interacting with selected persons in their settings (field research)”. Maykut and Morehouse (1994) observe that qualitative research places more emphasis on understanding through looking closely at peoples’ words, actions and records, while quantitative approach looks past these words, actions and records to their mathematical significance. The major difference between the two is not about counting or not counting words or behaviours, but rather the meaning given to words, behaviours or documents as interpreted through statistical analysis as opposed to patterns of meaning drawn from data and presented in the participant’s own words (Maykut and Morehouse, 1994). One method is not necessarily better than the other, but the choice of which method

is used should be based on an informed understanding and suitability of that method for a particular study (Burns, 2000).

In this study, qualitative research methodology was used to investigate the implementation of isiZulu in public primary schools of the Lower Tugela Circuit in KwaDukuza. It will be discussed, giving reasons for choosing it over other research methodologies. Research design will be briefly explained which will include the sampling, data collection (Methods used with its advantages and disadvantages), ethical considerations and data analysis.

4.2 QUALITATIVE RESEARCH AS INFORMATION COLLECTION METHOD

According to Sarantakos (1998: 6), “qualitative research refers to a number of methodological approaches, based on diverse theoretical principles (e.g. phenomenology, hermeneutics and social interactionism), employing methods of data collection and analysis that are non-quantitative, and aiming towards exploration of social relations, and describes reality as experienced by the respondents”. Mc Millan and Schumacher(2006), believe that qualitative research is interactive, face-to-face research which requires a relatively extensive time to systematically observe, interview and record processes as they occur naturally. Qualitative researchers are guided by a general ‘focus of inquiry’ that they develop that will enable them to understand some phenomenon (Maykut and Morehouse, 1994). In this research, the phenomenon under investigation is the implementation of isiZulu as a subject in public primary schools of KwaDukuza. The outcome of these research results is not about generalisation of the results, but a deeper understanding of experience from the participant’s perspectives (Maykut and Morehouse, 1994). This research will also look for practical links between implementation as a theory and what really happens in schools.

The data of qualitative inquiry is most often people’s words and actions and the most useful ways of gathering this data are participant observation, in-depth interviews, group interviews and the collection of relevant documents. In this study, in-depth interviews were seen to be the most relevant form to gather information.

De Vos et al. (2005: 28) believe that interviewing is the predominant mode of data or information collection in qualitative research. Kvale (in Sewel, 2001) cited in De Vos et al., (2005: 287), define qualitative interviews as “attempts to understand the world from the participant’s experiences, (and) to unfold the meaning of people’s scientific explanation”. Qualitative interviews can be structured, unstructured or semi- structured. Structured interviews are based on a strict procedure and are highly structured. In structured interviews, there is a strict adherence to the questions and instructions (Sarantakos, 1998). Unstructured interviews have no strict procedures to follow and there are no restrictions in the wording of questions. Semi-structured interviews lie between structured and unstructured interviews. In this research, semi-structured interviews was considered to be the most effective mode of data collection and also relevant for the research. Semi-structured interviews will be discussed briefly in section 3.2.2.

The choice of qualitative research for this study is the result of a reflection on the nature of the problem: the implementation of isiZulu as a subject in the public primary schools. Having conversations with a purpose with people who are involved in the implementation process was therefore preferred to quantitative methods as they give details of the qualitative phenomenon. This view is supported by Brynard and Hanekom (1997) when they note that the qualification for the qualitative methodology is a commitment to seeing the world from the point of view of the actor or participant. Another reason for choosing qualitative research is that this is a small scale research project which involves only eight schools .A small scale research project can make it easier for the researcher to have a deeper understanding of implementation of isiZulu as a subject. Cohen et al., (2008) argue that qualitative research often focus on smaller numbers of people than quantitative data, yet the data tend to be detailed and rich.

The interview questions consisted of open-ended questions. Sarantakos (1998: 255) notes that one of the distinguishing criteria for qualitative interviews is that they use open-ended questions. Unlike closed-ended questions, open-ended questions give no possible responses. There were three sets of interview questions, the first set was for the principal of the targeted schools, the second set was for the teachers who teach isiZulu in the targeted

schools and the last set was for the representative of the Department of Education. All those interviews were tape-recorded for later analysis.

4.2.2 Semi-structured interviews

May (in De Vos et al., 2005: 292) defines semi-structured interviews as those organised around areas of particular interest, while allowing considerable flexibility in scope and depth. With semi-structured interviews, the researcher will have a set of predetermined questions on an interview schedule. Maykut and Morehouse (1994, 83) defines an interview schedule as an interview format consisting of a detailed set of questions and probes. The interview schedule will guide the interview rather than being directed by it. (De Vos et al., 2005). In other words, this method gives the researcher and the participant much more flexibility. The researcher is allowed to use probes in order to follow up particular interesting avenues that emerge in the interview. De Vos et al., (2005) note that in semi-structured interviews, questions are nearly all open-ended. In open-ended questions, the participant is free to voice out his or her beliefs about, or perceptions or accounts of a particular topic. All this does not necessarily mean that interviews have no disadvantages. Instead they have both advantages and disadvantages.

4.2.2.1 Strengths and weaknesses of interviews

De Vos et al., (2005) argue that if you want to find out more about individual lives, the best is to ask the individuals themselves. It was very useful for me to be able to interact with the teachers who are involved in the teaching of isiZulu and listen to their stories and their experiences that they have in their respective schools. Interviews are a useful way of getting large amounts of data quickly and are an effective way of obtaining depth in data. I was able to do between 2 and 3 schools per day. Another strength of interviews is that questions can be explained and that they have a capacity for correcting misunderstandings by respondents (Sarantakos, 1998). In my interview questions there were questions that the teachers found unclear and because I was interacting with them, I was able to explain and at times give an example to clarify a point.

However, interviews also have limitations. They are time-consuming and expensive. Even though I was able to do between 2 and 3 schools in one day, they took a lot of time because I had to interview teachers and principals at their most convenient times. For an example, in School A, I was not able to have an interview with the isiZulu teacher on the same day as the Principal because she had no free period that day. I experienced the same problem with school B, because the teacher in that school teaches at various schools and she only comes to school B on certain days. Kumar (2005: 13) mentions another limitation that could affect the quality of data, namely that of the experience of the interviewer. As a novice researcher, I am learning and after having assessed myself I could identify some areas of improvement in my interviewing skills such as understanding the culture of respondents, taking notes regularly and promptly which might have affected the quality of data that was collected. The types of questions that are used in this research are open-ended and one is allowed to probe the interviewee. I realised after I had listened to the tapes that there were questions that I could have asked the respondents in order to explain further. One cannot guarantee that all the information was captured during the interview sessions because one relies on tapes and the quality of the recording itself. The other limitation with interviews is that there are things that get lost when you tape, like body language, non-verbal communication, etc.

4.3 DATA COLLECTION

In this research, the primary data was collected from interviews that is, one-to-one, face-to-face interviews. There were three sets of interview questions. The first set was directed to the principals of the selected schools, as they are the ones who are the department's representative at a school level and they have to ensure that the policies are implemented. The focus of their questions was to investigate their role towards the implementation of isiZulu in their respective schools. The second set was for the teachers who teach isiZulu in the selected schools, as they are the ones who are involved in the practical aspect of implementation. The last set was for the department of education's representative at a higher level than that of principals. These sought to elicit the department's role in the implementation process in all the schools as they are policy makers.

4.3.1 Face to face interviews

4.3.1.1 Interviews with principals

A total of 8 principals of schools were interviewed. They were interviewed in their schools in their offices. These were recorded on tapes and notes were taken immediately after the interview so that the interview was not disrupted. The interview schedule with 28 questions is attached at the back as Appendix B

4.3.1.2 Interview with isiZulu teachers

A total of 8 isiZulu teachers were interviewed. These teachers were interviewed in the school premises during their free periods. These were also tape-recorded. A total of 31 questions were asked and they are attached at the back as Appendix A.

4.3.1.3 Interview with the Departmental Education Official

One representative was interviewed and she is the Circuit Manager under which all the targeted schools fall. She was kind and she came into my school at her convenient time to be interviewed and the interview was tape-recorded. The interview schedule with 20 questions is attached as Appendix 3.

4.4 SAMPLING DESIGN

4.4.1 Sampling Procedures

Sampling, according to Sarantakos (1998:13) is the process of choosing the units of the target population which are to be included in the study. Samples must be drawn for detailed investigation and recording (Burns, 2000).

Qualitative research set out to build a sample that includes people (or settings) selected with a different goal in mind, gaining deep understanding of some phenomenon experienced by a specially selected group of people (Maykut and Morehouse, 1994). This approach to purposefully selecting people for a study increases understanding of a social phenomenon.

This research involved purposeful sampling which, according to Sarantakos (1998: 152) is when the researcher purposefully chooses subjects who in their opinion are thought to be relevant to the research topic. In this research, eight schools were purposefully selected because they are knowledgeable about the implementation of isiZulu as a subject since they teach it. Seven of these schools are former Indian schools, while only one is a former white school. These schools were not offering isiZulu pre-1994. After 1994, when the democratic government came into power, these schools became multi-racial and they had to change their language policies in order to accommodate learners from different language backgrounds. The former Indian schools use English as a language of learning and teaching and other languages as subjects. The one former White school use a dual medium of English and Afrikaans and other languages as subjects. All these schools offer isiZulu as an additional language, either as first additional or second additional language. These schools are Stanger Heights Primary School, Glenhills Primary, KwaDukuza Primary, Stanger Manor Primary, Dawnview Primary, Ashram Primary, Gledhow Primary and North Coast Primary. Permission was obtained from the Department of Education head office in Pietermaritzburg to conduct interviews in these schools with principals and teachers who teach isiZulu as a subject.

4.4.2 Subjects

Subjects, sometimes referred to as participants, are the individuals who participate in the study and from whom data are collected (Mc Millan and Schumacher, 2006). A group of subjects form a sample. In this study, a purposefully selected sample consisted of eight isiZulu teachers and eight principals from the above-mentioned schools. This occurred after a preliminary study was taken to ascertain whether these schools offer isiZulu and that they are situated in KwaDukuza. One Department of Education official also formed part of the sample. All the isiZulu teachers who participated in the study are females, while all principals are males. The Department of Education official who was interviewed is a female. This shows that there is still no gender balance in terms of post allocations, especially those high status positions. In all the schools that were studied, the principals are all men.

Interviews were individually conducted for all the participants. Before the interviews were conducted, letters were sent to the schools (see Appendices 4-6). Appointments were arranged with all the participants telephonically so as to avoid interference with teaching times. On the interview day, principals were given a letter from the Department of Education head office in Pietermaritzburg, granting permission to conduct research.

4.5 ETHICAL CONSIDERATIONS

Before the interviews could be conducted, certain ethical procedures had to be followed. An ethical clearance form was sent to Higher Degrees Committee of the University of KwaZulu-Natal for approval. After the approval from the university, my supervisor wrote a letter to the Department of Education's head office in Pietermaritzburg requesting for permission to conduct research in the selected schools whose names were attached. The department responded by sending two letters, that is, an approval to conduct research (see appendix 5) and permission to conduct research (see appendix 4). The permission to conduct research letter had to be brought to those schools where the research was going to be conducted. In addition to the two letters, the Department sent a declaration which I had to sign to confirm that I understood its contents and that I would abide by it. This was faxed back to them after I had read and signed it (see appendix 6).

After I had received approval letters from the Department, I wrote four sets of letters. Two letters were for the Circuit Manager, firstly to inform her about the research and the list of participating schools which were purposefully selected and secondly to ask for permission to interview her. The second set of letters was for the eight principals of the selected schools and the last set was for the eight teachers who teach isiZulu in these schools. In the principals' letters I did mention that they will be phoned in order to arrange for the interviews with them and the isiZulu teachers.

As a starting point, I introduced myself and handed out the letter to conduct research which is attached as Appendix 4 and the principals had to sign a letter. In addition to that, I submitted the letter which gave me permission to conduct the research and this was left in

the schools for their own records. Not all the introductory conversation was recorded because I had to request for permission to tape record first before I proceeded. In all the schools except one, I started interviewing the principals before the teachers. English was used with all the principals because that is the language that they are comfortable using. Most of these principals are not familiar with the isiZulu language and therefore English was preferred. Few of them said that they can understand simple isiZulu, but are not confident in answering the questions in isiZulu.

The isiZulu teachers were given a choice to answer questions in either English or in their mother-tongue, isiZulu. The interview questions were made available in both English and isiZulu. Most of the teachers preferred to use their mother-tongue and as a result, we had a long conversation since they were using the language that they were comfortable with. There were those who preferred to use English and I felt that they were trying to impress the researcher, not that they are very fluent in English.

4.6 DATA ANALYSIS

The analysis of data was carried out using thematic content analysis. Burns (2000: 589) defines content analysis as “the systematic quantification of certain characteristics the investigator may be interested in, in terms of frequency of occurrence within a selected context”. Sarantakos (1998: 279) sees content analysis as a documentary method that aims at a qualitative and/or quantitative analysis of the content of the text, pictures, films and other forms of verbal, visual or written communication. In this study, content of text from transcripts of interviews, and non-verbal communication were analysed. The responses of the isiZulu teachers were analysed first, followed by that of principals. Common themes and patterns were looked at. Lastly, the responses from the Department of Education official were also analysed, looking for patterns and also used to confirm or refute the information from the principals and isiZulu teachers.

The responses to the questions give rise to a discussion of key findings. The key findings are used to draw conclusions. Chapter 4 and 5, describe and analyse the interview data

derived from the isiZulu teachers, principals and the Department official during face-to-face interviews.

The eight schools that were selected are all multiracial public primary schools and they offer isiZulu as a subject. They were purposefully selected because they were accessible to the researcher since they are situated around the town, KwaDukuza. Cohen et al., (2007) emphasize the view that access is not only permitted but also practicable. In many cases, purposeful or purposive sampling is used in order to access knowledgeable people, that is, those who have in depth knowledge about particular issues, in this case, implementation of isiZulu in public Primary schools (Cohen et al., 2007).

4.7 CONCLUSION

This chapter has given a detailed description of the methodology that was used to answer the key questions. The choice of the methodology used was justified. The next chapter, chapter 5 will present and discuss the interview data from teachers who teach isiZulu, principals and the Department of Education official.

CHAPTER 5

DATA ANALYSIS AND DISCUSSION

5.1 INTRODUCTION

The aim of this research was to investigate the implementation of isiZulu as a subject in public primary schools of Lower Tugela Circuit in KwaDukuza, Stanger. The main data collection method used was semi-structured interviews with three groups of participants: teachers who teach isiZulu, principals of those schools and one Department of Education official. All these interviews were recorded.

In this chapter, the researcher will present and discuss the responses from the teachers' interview questions from the isiZulu teachers. The discussion of the responses includes quotations from the interview data and some references to the relevant literature review in order to emphasize and support the points being put forward. There will then be a discussion of the findings from the teachers' responses. In order to respect confidentiality of the participants, alphabets from A to H will be used. It will be TA for teacher A of school A, TB for teacher B of school B and so on. For the principals, it will be PA for principal A of school A, PB for principal B of school B and so on. Secondly, the researcher will present and discuss the responses from the principals' interview questions. The findings from the principals' responses will also be discussed. Lastly, the responses from the Department of Education official will be presented and analyzed. For the Department official, DEO will be used. In the final discussion of this section the researcher attempts to summarize the overall findings from all the interviews.

5.2 PRESENTATION AND DISCUSSION OF SEMI-STRUCTURED INTERVIEW DATA FROM ISIZULU TEACHERS

Question 1: *Do you think that your teaching qualifications assist you in teaching isiZulu to your learners? Give a reason for your answer.*

The first question explores the relevance of the teachers' qualifications in terms of teaching isiZulu as a subject to its second and third language speakers.

In response to this question, 80% of the teachers agree that their teaching qualifications assist them as they all have a teachers' diploma. However none of the teachers specialized in isiZulu subject teaching, though they say that their qualifications are useful. One teacher commented;

...I decided to go for M+ 4 and I wasn't looking at a specific learning area, I decided to go to management...

The implications are that this teacher did not study isiZulu and its methodology to teach it as an additional language, yet she is teaching it. Proper training and retraining of teachers will assist teachers in teaching the languages using the relevant methodologies. The majority of the teachers in this study are qualified teachers, but not qualified language teachers. Mmusi (1998) argues that without proper training and retraining of teachers in issues of first versus second language training and teaching, foreign or third language learning and teaching, the country will continue to disadvantage the majority population as is already the case.

There is a contradiction between the relevance of the teaching qualifications as claimed by teachers, and the expected qualifications that are relevant when teaching isiZulu as an additional language. Another teacher had this to say,

...Kuyangisiza ngoba ngesikhathi ngi-trainer mina ngangifunda e Private College so isiZulu sasisifundiswa umlungu sisifunda ngesiNgisi nangesiZulu...njengoba ngisifundisa nje sengibuyisa lokhuya. (It assists me because when I was training as a teacher, I studied at a Private College and we were taught isiZulu by a White person using both English and isiZulu and so now I am drawing from that knowledge).

This teacher did not learn the method of teaching isiZulu to second and third language speakers, but instead they were studying the linguistics part of the language. What this teacher is doing is translating everything in English for the learners to understand and this is time consuming as one other teacher indicated. Zungu (1998) points out that translation produces poor quality of education because translations are time-consuming and leave little time for the teaching of content.

What makes the situation more difficult for these teachers is that they have never been offered any in-service training. Kaplan and Baldauf (1997) believe that, one language policy and planning decision that the education system has to make is to define the teachers' supply in terms of the nature of pre-service training that will be required to produce proficient teachers. Teachers' responses are not convincing enough that their qualifications assist them in teaching isiZulu to second and third language speakers.

Question 2: What other languages are taught at your school?

This question seeks to find out whether the selected multi-racial schools are promoting additive multilingualism by offering other languages, like isiZulu as additional languages, thereby supporting the Language-in-Education Policy (LiEP). The LiEP gives the schools' governing bodies the responsibility of selecting schools' language policies that are appropriate for their circumstances and in line with the policy of additive multilingualism. These schools were not offering languages like isiZulu before 1994. After the democratic government came into power, these schools had to review their language policies so that they could include other languages in order to promote multilingualism. Webb (2000) argues that second and third language study can also make a significant contribution to the promotion of multilingualism since such a decision can lead to better intergroup communication.

Teachers' responses show that these schools do support multilingualism. Tamil and Hindi are offered by 37% of the schools. One school offers Tamil, Hindi and Arabic. When asked about other languages taught in her school, a teacher responded, "It's Afrikaans,

Hindi, Tamil, Arabic...”. These languages are taught in addition to English, Afrikaans and isiZulu. These languages are non-examinable and they are taught by unqualified parents because they want to ensure that their children do not lose their heritage as one teacher commented;

...bafundisa izingane zabo ngoba even nabantu ababaqashile abawona ama-professional...ama-parents a-concerned ezifundisela izingane zabo ukuthi zingaphumi ku-culture yabo. (They teach their children and people who are teaching them are not professional, they are concerned about their children losing their culture).

Only one school uses Afrikaans, both as a language of teaching and learning and as a subject. This school is a former White school where the language of learning and teaching used to be Afrikaans. Changes in the South African language history resulted in the change in this school’s language policy to be a parallel medium of English and Afrikaans in order to accommodate the learners who are from African languages background and English.

Question 3: For what purposes are they used?

This question seeks to determine the purposes that schools have for different languages and that they are able to fulfill them through their practices.

According to the teachers’ responses, those selected schools who offer Hindi, Tamil and Arabic are doing it for the purpose of accommodating those learners who come from those backgrounds. One teacher commented,

...Afrikaans it’s one of our languages in South Africa, so we must teach them, but the other three, it was the choice of our school because most of our learners are coming from Arabic backgrounds, coming from Hindi backgrounds and Tamil backgrounds, so it’s just to accommodate them as much as we are accommodating the Zulu learners

One teacher said that in her school, English and Afrikaans are used as languages of learning and teaching. This is a former White school where the language of learning and teaching was Afrikaans before the new government came into power. In all the schools, isiZulu is used either as a first additional language or as a second additional language. Two teachers pointed out that in their schools, Hindi and Tamil are used because the parents want to preserve their culture by ensuring that their children learn these languages at school.

The purposes that teachers gave are not the same even though they belong under the same circuit. The reason for their differences in their purposes is because their circumstances are not the same. In other schools the majority of the learners speak English as a first language, while others speak isiZulu as a first language. The LiEP gives the schools' governing bodies the responsibility of selecting the language policy that is appropriate for their circumstances and in line with additive multilingualism. That is how we get schools offering languages either as languages of learning and teaching or additional languages, depending upon what the different schools want to achieve in the end.

Question 4: Have you seen your school's language policy?

This question investigates whether schools have their language policies and whether they are accessible to teachers. Only two teachers have seen their school's language policies and the rest have not seen it. There is a contradiction between some of the principals' responses and the teachers' responses with regards to the language policy and its visibility. Teachers deny that they have seen the school's language policy, yet the principal said that the teachers were involved in the policy formulation. This is the case with school A, school B, school D and school E.

Even though teachers have not seen their school's language policies, they can comment about the school practices which according to them, reflects their policies. One teacher said,

*...angikaze ngiwubone...into eyenzakalayo engiye ngibone ukuthi
iyagwegwa...isiZulu siwulimi lwesibili olwengeziwe,Afrikaans ewulimi lokuqala*

olwengeziwe, kodwa isiZulu basifaka ka grade two...fanele siqale ka grade four. (I have never seen it, but what is happening is that isiZulu is taught as second additional language, while Afrikaans is taught as a first additional language and so isiZulu must start from grade four and not grade one).

Teachers take it for granted that the policies are available even though they have not seen it. The principals confirmed that the policies are available. The only explanation is that they are not accessible to teachers.

Question 5: Do you think that it is in line with the National Language-in-Education Policy in terms of promoting additive multilingualism?

This question seeks to understand whether schools did consult the National Language-in-Education Policy when formulating their own language policies. This question links with the previous question which asked teachers whether they have seen their schools' language policies. Most of the teachers have not seen it and therefore they are not sure whether it is in line with it. They know what is happening in their schools with regards to languages and some of them could comment on that. One teacher demonstrated some understanding of the national language policy and was in a position to access her school's language policy against the national language policy. According to teachers' comments, isiZulu is the second additional language, while Afrikaans is the first additional language, it has to be introduced in Grade 4 and not in Grade 2 as it is the case with her school. One teacher said that her school's language policy is not in line with the national language policy. She commented, "Kwenzelwa khona ngizoriliva abanye" (They do this because they want me to relieve other teachers.). In other words this teacher meant that even if it is not her period, they would give her that period so that the teacher in charge can enjoy a free period. It seems as if there is a contradiction in this teacher's responses because there is a question which finds out whether the time is enough and the same teacher said time for teaching isiZulu is not enough.

The comments of some of the teachers show that they have not seen their school's language policies. This was revealed by their uncertainty when responding to this question. About 25% of the teachers feel that their school's language policies are in line with the LiEP. These are the teachers who said that they have seen their policies.

Question 6: When was isiZulu introduced as a subject in your school?

This question explores the extent to which the Department of Education's directive was implemented and the period when it was implemented. The directive was that all the schools in KwaZulu-Natal (KZN) were expected to implement isiZulu in 2006. This was in line with the KZN Premier S'busiso Ndebele's directive that all schools were to implement isiZulu in 2006. In all the schools interviewed; the interviewees confirmed that the schools implemented isiZulu before 2006. The big question is whether the schools achieve the goals of the KZN Department of Education that all learners should be able to converse in isiZulu when they exit Grade ten. By looking at the responses, we should have learners in 2008 that are fluent in isiZulu. This focuses specifically on the non mother-tongue speakers of isiZulu. This research was carried out in primary schools and the learners who are expected to be able to converse in isiZulu this year are in high schools, and so the researcher was not able to determine that aspect.

In all the selected multi-racial schools, isiZulu was introduced as a subject before 2006. In school G, in 1999 they implemented isiZulu as a subject. The teacher who teaches isiZulu in school G was the first to teach isiZulu in the school. This teacher had this to say,

Ngigale ngo-99 ngabraykha okusho ukuthi kwathiwa angime ngo-2001 kusho ukuthi saqala ngami ngoba ngikwazi ukuhamba izikole ezimbili, iDawnview neGledhow. (I started in 1999 then I took a break which means I was told to stop in 2001 so isiZulu started to be taught in our school in 2001).

It would seem that most of the schools introduced isiZulu after 1994, when the new democratic government came into power.

The majority of the teachers indicated that isiZulu was introduced as a subject in their schools before 2006. The IsiZulu Sethu Sonke Project Manual, which is about the campaign to introduce isiZulu in all public schools was launched in 2005 and was to be implemented in 2006. Teachers' responses show that most of the schools introduced isiZulu after 1994, that is, when the new government came into power

Question 7: Has your school experienced any problems implementing isiZulu into the school curriculum?

This question seeks to find out whether the schools experienced any difficulties in terms of creating space for isiZulu in the curriculum. The curriculum is not endlessly permeable, that is to say, whenever something is added to the curriculum, it is at the expense of something that is already in the curriculum. It is always not easy to add something on the curriculum because it is very limited.

Three educators indicated that there was no problem in their curriculum in creating a space for isiZulu. One of the teachers commented,

Not really because when I came here it was already there like when I came here it was on the time-table already. They had everything that they could have but I don't know when they started to implement it, maybe they had some problems.

One teacher pointed out that the only problem is the time allocation with regards to isiZulu teaching as a subject to second and third language speakers. This teacher commented, "Ayikho i-problem, yiko nje ukuthi isikhathi sincane". (There is no problem, the only problem is time). The maximum time for most of these teachers is two periods and one period is thirty minutes. This means that most of them have two periods per week for each Grade. One period is equal to thirty minutes and this therefore means that they have an hour of isiZulu per Grade per week. Most of the teachers expressed the view that there were problems in their schools with regards to adding isiZulu in their school curriculum. One

teacher did indicate that the major problem was the parents who have strong beliefs about their own culture and they felt that by teaching isiZulu, it is an infiltration into their culture. Other teachers could not elaborate on this issue because when they came into the school, isiZulu was already in the school curriculum. Another teacher commented, “Angazi ngoba ngifike nje manje nje” (I don’t know because I’ve just joined the school)

Teachers display different perspectives with regard to the issue of experiencing any problems. There seems to be uncertainty on this issue because some of these teachers were not there when isiZulu was first implemented into their school. This means that when they joined the school, isiZulu was already there. Few teachers indicated that there was no problem in their schools when they created space for isiZulu. Kaplan and Baldauf (1997) point out that the primary issue in a curriculum policy concerns the space in the curriculum allocated to language instruction. One teacher did point out that in her school, the major problem is with the parents who have strong beliefs about their own culture and they felt that by teaching isiZulu, it is an infiltration into their own culture. Parents have a very important role to play in the school’s language policy formulation and if they are against isiZulu, that could result in the delay in its implementation.

Question 8: What Grades are you teaching isiZulu?

This question aims to check the teachers’ workload. Most of the teachers teach isiZulu to more than one grade. Two teachers teach isiZulu from Grade one to Grade seven. One teacher teaches it from Grade four to Grade seven. One teacher teaches Grade three, five, six and seven. One teacher teaches from Grade one to Grade five. One teacher teaches from Grade one to Grade nine. One teacher teaches from Grade two to Grade seven. Only two teachers teach isiZulu only, in other schools teachers teach other subjects like Life Orientation, History, Natural Science, technology, English and Mathematics.

IsiZulu has fewer periods compared to other language subjects in these schools and therefore, they have one teacher for different grades. One teacher pointed out, “qala kwaGrade 1 sigcine kwaGrade 9, yimi ngedwa”. (starts from Grade 1 to Grade 9 and I’m

the only one.) The teachers who teach isiZulu have heavy workloads like other teachers in their schools because all teachers have to adhere to the prescribed teachers' hours. According to the Foundation Phase Teachers' guide, the formal teaching time per week is thirty five hours. These times should inform planning and timetabling for schools. Each individual teacher has to accumulate hours and be in line with the RNCS policy.

Most of the teachers teach isiZulu in more than one grade. Some teachers teach isiZulu from grade one to grade seven, while others teach it from grade four to grade seven. Only one teacher in the study teaches from grade one to grade nine. IsiZulu has fewer periods compared to other subject languages and they decided to use one teacher to teach different grades.

Question 9: How did you get your current post?

This question explores the Department of Education's commitment to the promotion of isiZulu. One of the strategies that the department could use to display its commitment was to create more posts so that teachers for isiZulu could be employed on a permanent basis. Posts were created and responses show that out of 8 teachers, only 2 were displaced. 6 teachers applied for posts which were advertised.

Most of the isiZulu posts were advertised, like any other posts and teachers applied for them. Few teachers got their posts by being displaced. One teacher who was displaced commented,

Kusho ukuthi nje ngaqala ngo 2002 ngiwuthisha uyabina lento yokuthi ulokhu u displaswa,u displaswa so name ngaze ngagcina ngi displaswa la esikoleni. Okwamanje I am still moving with I post yalesisikole engangiqashwe kusona eMandeni... (It means I started in 2002 being a teacher,you see, I was displaced and I ended up in this school. At the moment I am moving with my post from my previous school in Mandini).

These teachers were teaching in other schools, but due to different circumstances, like drop of enrolment in their previous schools, they were placed in their current schools and they were given isiZulu. Their employment is different because they did not apply to teach isiZulu, but were given isiZulu because they are isiZulu first language speakers and schools were in need of isiZulu teachers. It is possible for these teachers not to possess the correct teaching methodology for isiZulu additional language teaching because they are not trained isiZulu second language teachers. This confirms Bamgbose's (2000) opinion that teachers of African languages are not given rigorous training in methodology as compared to teachers of English.

Question 10: At what grade is isiZulu introduced as a subject in your school?

This question investigates whether the schools are following the departmental policy on teaching languages or they are in line with their individual school's circumstances. There is a policy with regards to teaching languages as subjects.

The majority of the schools introduced isiZulu as a subject in grade one. When asked about the onset of isiZulu language teaching, one teacher said, "Grade one, starting from this year they introduced it from grade one across the board". IsiZulu is their additional language, either first or second additional, depending upon the individual school's circumstances. The Revised National Curriculum Statement (RNCS)R-9 policy states that if an additional language is going to be used as a language of learning and teaching, it should be introduced in grade one. In most of the schools under study, isiZulu is introduced as a subject in grade one. From the discussion with teachers and principals of schools, it is not their intention to use isiZulu as a language of learning and teaching. According to the RNCS policy they are not supposed to introduce it as early as grade one. This kind of situation raises two issues: schools do not consult the relevant policies when they formulate their own school policies and that the policies themselves are not clear. The LiEP states that from grade 3 onwards, all learners shall offer their language of learning and teaching and at least one additional approved language as a subject (LiEP, 1997: D2).

Question 11: How many periods of isiZulu do you have for each grade per week?

This question seeks to find out whether schools are using the RNCS policy guidelines in determining the amount of time that they allocate to isiZulu. The RNCS policy gives some guidelines of the time allocation depending on the purpose of doing that particular subject and the level at which it is approached.

Three teachers have two periods for isiZulu per week for each grade. One of these teachers commented,

...ka grade one ngina two periods, ka grade two nakhona, on Monday ngibona u grade two on grade three ,kusho ukuthi its four periods, its two, two, bese for every grade per week I have two periods. (In Grade 1 I have two periods, in Grade 2, on Monday I see Grade 2 and Grade 3 which means it's four periods, it's two, two and then for every grade per week I have six periods).

This means that they have one hour for isiZulu per week. One teacher has three periods in grade three and one period in Grade one. Another teacher has three periods per week in a grade.

The RNCS policy document provides some guidelines on the time allocation for each Learning Area in both Intermediate and Senior phases, and to Learning Programmes in the foundation phase. Schools are required to use these guidelines when they allocate their periods in different Learning Areas. The amount of time that is allocated to individual languages is dependent upon two key factors, namely, the purpose of teaching a specific language, whether that language will later be used for learning and teaching or for communicative purposes. The other factor is the level at which that particular language is offered. These factors will determine the amount of time that is allocated to different languages.

Question 12: Do you think that the numbers of periods that are allocated to isiZulu are enough for your learners to master the language?

This question investigates whether the amount of time that is allocated to isiZulu is enough. The Department of Education does provide schools with guidelines with regard to time allocation for different languages. The amount of time that is allocated to individual languages is dependent on two key factors: 1. The purpose of teaching a particular language whether that language will be used as a language of learning or for communicative purposes. 2. The level at which that language is offered. It can be offered as a home language, first additional language or second additional language. All these factors determine the amount of time that is allocated to different languages.

The majority of the teachers agree that the amount of time that is allocated to isiZulu is not enough.

Asikho enough, asikho enough ngoba abanye uze uthole ene mhlambe uthi usababhalisa, mhlambe usabafundisa ukubhala, abakwazi ukusifunda nje-ke kwayisona,ugcina wena usebenza like usebenza i-over time ngoba even ngenye i-period onalo,you have to go kulelo kilasi uyobafundisa... (It's not enough, it's not enough,you find that perhaps you want them to write while you are still teaching them to write, they can't even read isiZulu, you work as if you're working over time. Even during your free periods you have to go to that class and teach them...)

One to two hours per week is very little for second and third language speakers of isiZulu to enable them to acquire communicative competence in isiZulu. This is probably because the curriculum is not endlessly permeable and it cannot accommodate all the added subjects or languages continuously. The curriculum has limited time to accommodate all languages and content subjects. According to the RNCS policy, different hours are allocated to languages depending on the level at which they are offered. Home languages level has the highest percentage of hours compared to first and second additional levels. Second

additional language level has the least percentage in terms of the number of hours that are allocated to it.

Most of the schools have allocated two periods for isiZulu per week and there is a general agreement among the isiZulu teachers that this time is far from being enough to enable the learners to grasp the language.

Question 13: Are you teaching isiZulu at a second or third language level?

This question seeks to investigate the level at which isiZulu is taught in schools. IsiZulu can be offered as a home language, first additional language or second additional language. The level at which a particular language is offered will determine the amount of time that is allocated to it. For home language level, more time is given since in most instances the learner's home language is used as a language of learning and teaching. For first additional language level, less time is allocated to that language compared to home language level. Second language level, less time is allocated compared to all the levels.

The RNCS policy gives guidelines of how different levels are approached. IsiZulu can be approached as a home language, first additional language or second additional language. In the multi-racial schools, which are the target for this research, isiZulu is offered as an additional language and most schools offer it as a second additional language. One teacher's comments "...as an additional language ngoba kufanele ngibuye ngibachazele nangeSingisi makukhona la abanga undastandi khona" (because I have to explain in English if they didn't understand). Only one school offers it as second additional language. The number of periods that is allocated to isiZulu has to be in line with the level at which it is offered. If it is offered as a home language, it deserves more time. For first additional language, less time is given compared to first additional level. Second additional language level is allocated the least number of periods compared to both the other levels. Second additional language is for learners who want to learn three languages. (RNCS, 2002)

Question 14: Do you teach isiZulu through the medium of English or isiZulu?

This question seeks to examine the methodology that teachers use to teach isiZulu. Learners have to understand the language before they respond to it. Teachers have to apply different teaching strategies to ensure that learners understand the message that is conveyed to them. Seven teachers use dual medium of English and isiZulu. Only one teacher teaches isiZulu in the medium of English.

IsiZulu is new in the target schools, but the non-mother-tongue speakers of isiZulu are at an advantage because they are surrounded by first language speakers. Teachers have to use a variety of strategies to ensure that the learners have successful language input.

Most of the teachers mix two languages, that is, English and isiZulu. One teacher commented,

Eyi uyamiksa. There is no other way ngoba phela ingane ifundiseka kahle you start from mother-tongue bese uyatranslata and then uyabona-ke ukuthi it takes more time ngoba kukhona ezinye izinto esingenawo amagam azo and then now you have to make your own words. (You have to mix because children learn easier when you start from mother-tongue then you translate and you can see that it takes more time because there are words that we do not have in isiZulu so you have to make your own).

Another teacher emphasized the importance of using the learner's first language in order to get through to his or her second language. This confirms the principle of starting from known to unknown. Teachers would first explain to the learners in their first language, thereafter tells them in isiZulu. This obviously takes more time, but it is what the teachers use as their weapon to reduce any confusions that learners might experience. What was also pointed out by the same teacher is that there is still a problem with the development of isiZulu words. Even though they start in English, which is the learner's first language, they find it difficult to find the isiZulu words that are equivalent to English. This question has

brought about three key issues: the use of dual medium of teaching which is time-consuming and underdevelopment of isiZulu in the creation of new words. The third issue is the training of teachers for teaching languages at different levels. If the teachers were thoroughly prepared to teach languages, they would be able to understand the correct methods rather than using direct translation. They would understand that there are basic skills that a language learner has to acquire, but languages are not the same. Therefore you cannot teach the other language using another language; instead you must expose the learner in the target language.

Question 15: What guidelines are you using to teach isiZulu?

This question investigates the extent to which the Department of Education provides support to schools on the teaching of isiZulu. Teaching isiZulu as a subject is new to most of the former model-C schools and so it is evident that these schools would need guidelines that they will follow.

It would have been an advantage if those teachers who teach isiZulu in these schools are isiZulu first language speakers. Even then, they would also need some guidance of how they should teach it to second and third language speakers.

From the responses, it shows that there are policy documents from the Department of Education, which are given to teachers.

...Ikhona i-document kodwa eyama-language onke ngoba vele sisuke sibenzisa yona uma senza o-lesson plan. Fanele sazi ukuthi sizowasebenzisa wonke lawo ma-outcomes nama assessment standards. (There is a languages document that we use when we plan our lessons. You have to know what outcomes and assessment standards you are going to use.)

What they have instead, is a document about teaching languages in general. Teachers network with other teachers from other schools and design their own plans, using

documents for other languages and also for isiZulu first language. It is highly recommended that teachers network with others, but the department has to be in the lead in providing guidelines to schools. The department has an implementation plan and it is its responsibility to see to it that it is implemented successfully.

According to the teachers who were interviewed, no guidelines for the teaching of isiZulu were given to them. Teachers have varied views with regards to guidelines. Other teachers regard books as guidelines, while for others, the Department Policy documents are seen as guidelines. Teachers from the selected schools use other teachers from neighboring schools as resources, in other words, they network with others on matters relating to the teaching of isiZulu.

The RNCS policy document has the Language Learning Area which covers all eleven official languages:

- Home languages
- First additional languages
- Second additional languages

In all these instances, there are learning outcomes that the learners have to achieve and in order to see whether these learners have achieved the outcomes. There are assessment standards against which the learners' performance is measured. Educators are expected to design their own learning programme for different learning areas using the RNCS documents as reference. When a language is approached as a first additional language, he or she has to use the relevant document.

The majority of the teachers who were interviewed demonstrated their lack of knowledge of these policy documents. What these teachers need is workshops to assist them in planning, specifically for isiZulu because there were several workshops that were conducted in the Lower Tugela Circuit for other learning areas and not isiZulu, yet it is new in most of the multi-racial schools. The other problem that was highlighted by this question is that the policy documents from the Department of Education are not making things easier

for these teachers. The Department might need to consider reviewing its policies and make sure that they are user friendly.

Question 16: Is teaching isiZulu to second language and third language speakers difficult for you? If yes, what are the problems?

This question seeks to find out what challenges are experienced by teachers when they teach isiZulu to second and third language speakers.

The problems that the teachers experience vary. In other schools, the problems are due to language attitudes because of the history that is attached to isiZulu and its speakers. A teacher from one of the selected schools said,

...ezinye izinkinga bakhona labo abathi...uthole ukuthi i-influence yase khaya ukuthi ingane uma ibona umuntu onyama ubona i-maid...so wena uma usekilasini uyifundisa, yona ijwayela le-maid eyidelelayo kubo...so manje wena kufanele usebenze ngalendlela yokumukhipha kulowomqondo...kukhona mostly ama-Indians and Tamils...let's say wena you are saying something in isiZulu akufanele, ba-sensitise ekuthini wena ukholelwa kwini...(other problems are due to the influence at home, when a child sees a black person, she thinks you are a maid so you have to work very hard to change that attitude. Most of the learners are Indian and Tamils, they are very sensitive about what you say)

All the teachers have experienced some difficulties. Only one respondent thinks that isiZulu is difficult as a language and as a result learners, including first language speakers, struggle with it. Some respondents see spelling as being the main factor that causes difficulties because of the learner's first language interference. Others feel that learners have lack of respect for the teacher and the language because of the low status that was afforded isiZulu in the past. Learners display their resistance towards this language because of its previous status. One respondent blames laziness of learners in general.

Teachers do experience difficulties when teaching isiZulu to second and third language speakers. They express different opinions with regard to their difficulties. Most teachers view the cause of difficulties as being the lack of respect from the learners due to our South African past history. The learners see their teacher as being inferior because of her colour. One teacher even pointed out that when the learners see a black teacher, they think of a maid and they cannot be told by a maid.

Another difficulty as expressed by the teachers is that of low status afforded to isiZulu. Learners tend not to like isiZulu and there is resistance to learn it. The learners' attitude toward the subject and the teacher affects their language performance. Krashen (1998) argues that attitude towards the classroom and teacher may relate to both acquisition and learning. In other words, this means that a student or learner who feels at ease in their classroom and likes their teacher, may be encouraged to participate in class, and may be more accepting of the teacher as a source of intake. He further emphasizes that attitude is the single most important factor in language learning. Negative attitude towards the teacher and isiZulu creates difficulties for both teachers and learners to achieve the outcomes.

IsiZulu is taught as an additional language to learners who speak other languages, like English or Afrikaans as home languages. The learners' first language interferes with second language acquisition and learning. In other words, their second language pronunciation is affected by their first language. They pronounce certain words the way they would pronounce them in their first language and this affects their spelling. The reason for this is that learners write what they speak. Teachers find it difficult to devise strategies of assisting learners in this regard.

Motivation plays an important role in learning, not only a language, but other languages as well. Krashen (1988) reports that integrative motivation has been found to relate to second language proficiency in situations where intake is available. Learners display a variety of personality traits, like stubborn, lazy, etc towards isiZulu because they lack motivation. One teacher who teaches other subjects either than isiZulu, confirmed this when she said that the problem with the learners is that they are lazy in general. Gardner et al (in Krashen (1988:

27) suggest that integrative motivation “provides the student with the necessary motivation to persist in second language studies”.

Question 17: Are you getting enough support from the Department of Education? Yes /No. If yes, what kind of support, and if no, what would you like?

This question explores the role that is played by the Department in providing support to schools as part of the implementation plan.

All the respondents have never received support from the Department. They all say that there has never been any workshop on the teaching of isiZulu to second and third language speakers.

All the teachers have indicated that there is lack of support from the Department of Education. “Aluko usizo engilitholayo emnyangweni wezemfundo” (There is no assistance that I get from the Department of Education). The implementation of isiZulu is a new concept in most of the multi-racial schools and therefore teachers who teach in these schools require some level of support.

According to Kaplan and Baldauf (1997), one of the issues which need to be examined as part of any language-in-education implementation programme, is the personnel policy. In the personnel policy, the educational systems will need to provide, in addition to subsidized pre-service training, high quality in-service training. Kaplan and Baldauf (1997) regard identifying, training and maintaining a cadre of skilled language teachers as a major objective in language-in-education planning. It is therefore significant for the Department of Education to provide continuous monitoring and support to schools.

Teachers in the targeted schools would like the Department of Education to organize workshops, specifically for the teaching of isiZulu as an additional language.

Question 18: Are there enough learning and teaching support materials (LTSM)? Yes/No. If yes, mention at least three types.

This question seeks to measure the extent to which isiZulu is supported in its implementation as a new subject in schools by being provided with Learning and Teaching Support Materials (LTSM).

Schools under section 21 are allocated money to buy these LTSM themselves and those under section 20 have to requisite for materials from the Department. From the responses, it is clear that teaching and learning materials are not enough. Those that they have are not all relevant. Teacher D's comment confirms this as she said that the books that they have are for first language speakers of isiZulu.

It is the responsibility of the individual schools to ensure that they have enough teaching and learning resources. It would seem that isiZulu is behind in terms of being provided with resources. One teacher pointed out, “ngengoba ngikutsela ukuthi uthatha okwakho ekhaya”. (You bring your own) Teachers who teach isiZulu have to be in the lead in recommending the relevant materials.

LTSM play an important role in the teaching, learning and assessment process of the school curriculum. The RNCS policy (2003) encourages teachers to use a variety of Learning and Teaching Support Materials to address the learning Outcomes and Assessment Standards as prescribed for a particular phase. Teachers are also encouraged to develop their own materials and not rely on the published ones.

Teachers complained that the textbooks that are available in schools are for first language isiZulu speakers and are therefore difficult for second and third language speakers. They always have to adjust the level to suit their learners and I would think that is good for teachers to demonstrate their creative abilities in developing their own resources.

The department can assist isiZulu teachers in materials development through in-service training. The IsiZulu Sethu Sonke Project Manual of the Department of Education indicates that it is in the plan to re-skill teachers using Universities as the service providers.

Question 19: Have you attended any workshops on the teaching of isiZulu as a subject in primary schools? Yes/No?

The teaching of isiZulu is new in the former model C schools. It would be appropriate for the Department to support these schools in various ways, for example, organizing workshops focusing on the teaching of isiZulu as a subject to second and third language speakers.

From the responses, I can deduce that the Department is not providing enough support. All the respondents have never attended any workshops on the teaching of isiZulu as a subject. When asked on the question of attending any workshops, one teacher responded with a big no, “*Cha, awu bandla bengakayi*”. (No, I’ve never). Unless the Department provides support, implementation of isiZulu would not achieve its desired goals, that is, ensure that all the learners exit Grade 10 being able to converse in isiZulu.

All the teachers have not attended any workshops on the teaching of isiZulu as a subject to its second and third language speakers. No workshops, specifically for isiZulu, were organized and no teacher has received any in-service training addressing their needs.

Question 20: Are you aware of the KwaZulu-Natal Department of Education's campaign to implement isiZulu in all public schools in the province? If yes, how did you become aware?

According to the IsiZulu Sethu Sonke Project Manual, the Department was going to call regional *izimbizos* (gatherings) in order to launch the campaign of implementing isiZulu in all public schools in 2006. This year is 2008, and educators are expected to be knowledgeable about the campaign and implementing it already.

The responses from the isiZulu teachers indicate a different matter. Three teachers are aware of the campaign of which they heard as a rumour and they were not officially informed. Teacher D is aware of it but has never attended any workshop on this matter. She says, "I'm aware of it but I'm not aware of the workshops that they have had around but I'm aware of the fact that there is a campaign but really I would be lying if I said I knew anything about it."

According to the IsiZulu Sethu Sonke Project Manual, the department was supposed to call the regional *izimbizos* (gatherings) in order to launch the project. Teachers' lack of knowledge about the project is an indication that the project was not launched.

The responses from the teachers show that the majority of the teachers have no knowledge of this campaign of implementing isiZulu in all public schools in the province. Those few teachers who have some knowledge were not informed officially, but heard from rumours. Normally when the Department of Education intends conveying a message to schools, circulars are used, alternatively the message is conveyed through school principals.

Question 21: Are you getting any support from your seniors and colleagues? Yes/No

All schools have to design their own implementation plans and this is where they will indicate how they plan to support their staff, specifically with regards to isiZulu subject teaching. Even though I did not ask schools about their implementation plans, the teachers'

responses indicate that they do get internal support. The support that they get is by being provided with books.

There is not much that individual schools can do because they don't understand the language. School H teacher confirms this when she says, "Noma befisa abakwazi ungungisiza" (even if they are willing to assist, they can't).

Most of the teachers get assistance and support from their seniors and colleagues. One teacher commented about the lack of interest of isiZulu that is shown by colleagues when they want to know more about it. The School Management Team (SMT) offers support to the isiZulu teachers by providing them with textbooks because they are not familiar with the language, even though those books are suitable for isiZulu first language speakers. Another teacher pointed out that even if the principals are willing to assist they can't because they can't speak the language and they rely on them.

Question 22: What kind of support would you like to have?

This question explores the teacher's expectations with regard to support in order to succeed in teaching isiZulu as a subject to second and third language speakers of it.

Teachers D, E, F and B would like to be provided by the relevant resources for isiZulu. Teacher F puts forward a complaint that the materials that they are exposed to in their schools are for English or Afrikaans and there is nothing for isiZulu. Only Teacher G thinks that the support that they get is enough. Teacher D expects the Department of Education to provide enough workshops not only for isiZulu first language speakers but second and third language speakers.

The majority of the teachers would like to have workshops on the teaching of isiZulu as an additional language in multi-racial schools where they are teaching now. They would also like to be provided with relevant materials as one teacher recommended, "*ngingathanda ukuthi ngithole like kuma LSTM mhlambe ngithole izinto like ama-cassettes khona*

bezokwazi ukuthi bezwe”. (I would like to get LTSM like cassettes so that they would understand). In order for language planning to make change, teachers have to be thoroughly prepared to meet the language needs of schools. Kaplan and Baldauf (1997) mention in their personnel planning policy in language planning, that the issue that needs to be addressed is the teacher cadre which will deliver the instruction. This means that there is a need for teachers to be trained in language methodology.

Question 23: With whom do you plan lessons?

This question seeks to find out if teachers do their planning together or they do it as individuals. Language teachers can sit together and do planning together so that they can assist one another. If individual teachers know what is happening in other languages, it would be easier to integrate other languages when they are teaching. In these schools, 4 teachers do their own lesson planning.

Most of the isiZulu teachers do individual lesson planning. In other words, teachers work together when they design their work schedules, but when they do lesson planning, they work as individuals. School G teacher responded,

Asihlangani-ke uma senza o-lesson plan sike sihlangane uma senza ama work schedules sitshenwe ukuthi sokwenza kanye kanye... (We don't meet when we do lesson plans but we work together when we do our work schedules).

In the RNCS policy document, it is mentioned that the class or Learning Area teacher develops the lesson plan for his or her class after a team of teachers have developed a work schedule. The problem with these schools is that most of them have one teacher who is teaching isiZulu and that is why they do all the different stages of planning as individuals.

Question 24: Have the learners been experiencing any difficulties? Yes /No. If yes, what kind of difficulties?

This questions aims to investigate whether learners are experiencing any problems or difficulties in the implementation of isiZulu, and the type of difficulties if any. These problems might affect the smooth implementation of isiZulu and that is why it is significant to ascertain the type of problems that they experience.

All the respondents agree that learners experience difficulties. Three respondents see spelling as the main problem. One teacher responded, *“In most cases, it’s to identify spelling, they can read but the click sounds...they will like write it the way they think it should or the way pronounce it...”* They think that the cause of the spelling problem is that learners write the way they pronounce words. As they are not first language speakers of isiZulu, their pronunciation is influenced by the first language. Two respondents saw the attitudes of the learners towards the teacher and the subject. The attitudes have a bad impact on their performance. T G feels that another problem is laziness of learners and she says that they are lazy even in other subjects, and not necessarily in isiZulu only.

All the teachers agree that there is a great need for all the learners in KZN to be able to converse in isiZulu in order to promote intercultural communication. Other teachers expressed the view that isiZulu is spoken by the majority of the people in our country and it can therefore be used as a lingua franca in some situations.

Question 25: Do you think that there is a need for all the learners in KwaZulu-Natal to be able to converse in isiZulu? Give a reason for your answer.

This question seeks to measure the extent to which teachers see a need or significance of teaching and learning isiZulu in our province. As teachers of isiZulu, they have to understand the KwaZulu-Natal Department of Education’s goals with regards to promoting isiZulu in the province because this directive of promoting isiZulu also came from the Premier S’bu Ndebele.

All the respondents see a need for all learners to be able to converse in isiZulu, but different reasons are given. Two respondents feel that isiZulu is spoken by the majority of the people

and therefore it must be learned. This is how one teacher commented, “Sikhona isizathu, i-majority yabantu bala bamaZulu so fanele befunde” (There is a reason because the majority of the people speak isiZulu so they have to learn it). Three respondents see a need for learning isiZulu to promote intercultural communication. One respondent believes that because we are in KwaZulu-Natal Province, we should learn isiZulu. Another respondent sees our province as having many people who are illiterate and therefore in the workplace, people who are in management positions must be able to communicate with all the people, including those who are illiterate.

The implementation of isiZulu is new in most of the multi-racial schools and it is therefore important that the issues of language-in-education implementation programme, as discussed by Kaplan and Baldauf (1997) are dealt with accordingly. The situation in these schools is different from the former township schools, where isiZulu is used as a language of learning and teaching and as a subject. In the multi-racial schools of the Lower Tugela Circuit is only used as an additional language, either first or second additional language. It is therefore imperative that teachers are thoroughly prepared to teach isiZulu as an additional language in multi-racial schools and they have to have the relevant methodology.

It is beyond doubt that the Department of Education has to play a leading role in offering supportive interventions in these schools. The Department of Education is applauded for creating new posts for isiZulu in these schools; however, those newly employed educators are not monitored and supported by the employer.

5.3 PRESENTATION AND DISCUSSION OF THE SEMI-STRUCTURED INTERVIEWS WITH SCHOOL PRINCIPALS

Question 1: What is the language policy of the school?

This question seeks to find out whether schools have language policies and whether those policies are in line with the LiEP in terms of promoting multilingualism in their schools.

All the selected multi-racial schools are in possession of language policies. The majority of these schools offer English as a language of learning and teaching. When asked about the language policy of the school, one principal responded, “We offer English as the main language, then we offer Afrikaans as a second language and Zulu is taught as a third language.” Only one school has a parallel medium of English and Afrikaans and this is a former White school where the language of learning and teaching used to be Afrikaans. After the democratic government came into power, there was a flock of learners from different backgrounds, including those from townships. Schools had to change their language policies in order to accommodate all those learners.

From the principals’ responses, it is clear that these schools do support additive multilingualism, which is about adding new languages on the learners’ linguistic repertoires. In order to demonstrate that additive multilingualism is practised in one way or the other, another principal commented,

We have an integrated language policy in the sense that we embrace English as our main language, we’ve got Eastern languages together with isiZulu as our second language, and then Afrikaans also for our grade 3s, 4s and 5s and our Eastern languages start from grade one. Eastern languages include isiZulu, English and Tamil, so we embrace language diversity in terms of language, so we have an inclusive diverse language policy.

The majority of these schools are former Indian schools and most of them offer Hindi, Tamil and Arabic. These languages are taught by parents and they are not examinable. IsiZulu is used in the selected schools either as a first additional language or second additional language. Afrikaans is offered in these schools either as a second language or second additional language. PD noted that in their school they offer the languages depending on the learner demographics and the suitability of resources.

Question 2: Who were involved in the formulation of the school’s language policy?

This question seeks to measure the extent to which different schools adhere to the National language Policy when they formulate their own language policies. According to the Language-in-Education Policy, the schools' governing bodies are responsible for the formulation of the school's language policy that promotes multilingualism and in line with their circumstances.

According to the principal's responses, all the schools' language policies were determined by the school governing bodies. In all the schools, the principals said that the teachers were involved in formulating the language policy. In four schools, parents were consulted. What is confusing with the selected schools with regard to the involvement of teachers is that principals of schools claim that teachers were involved in the language policy formulation of their schools, yet most of the teachers from different targeted schools have not seen their school's language policy. PD commented, "...principal and staff, the parents, stakeholders and of course being the principal, I represent the Department".

The teacher of the same, when asked whether she has seen the school's language policy, she commented,

Not really, I was only able to see that when I was doing some kind of research, when I wanted it for my qualification ...normally they don't put it on the table and say this is for you.

The LiEP does not mention the teacher's involvement in policy formulation but only talks about school governing bodies.

Question 3: Is it in line with the Language-in-Education Policy?

This question seeks to explore the schools' commitment in supporting the Language-in-Education Policy in its mission of promoting additive multilingualism by using languages as additional subjects.

Seven schools think that their language policies are in line with the Language-in-Education Policy. Schools are taking their circumstances into consideration when they formulate their policies. According to Principal G, the majority of the learners in his school are Tamil speaking or from Tamil backgrounds and as a school they decided to teach Tamil as an additional language. This principal commented, “By and large the number of learners is also Tamil speaking, so just to appease the community, we took Tamil for a period of every week, just one period”. The Language-in-Education Policy allows schools and their governing bodies to formulate the language policies that are in line with their circumstances.

Question 4: Does the language policy reflect the learner population in terms of the languages that they speak?

This question seeks to understand the reasoning behind the choice of languages used in different schools.

In response to this question, only one school offers isiZulu because 55% of the learners are African. This principal commented,

55% African learners here, which is why we made isiZulu our first additional language. Before it was Afrikaans that was the first language, but we changed because of the demographics of the school population.

In three schools, they use English as the main language because they say parents want their children to be taught in English and that is why they brought their children in their schools. In the former White school, 75% of the learners are African, according to the principal. In this school they offer isiZulu as a second additional language even though the majority of the learners in the school are African. The reason for this is that parents of these learners would want their children to be taught in English.

This question has brought about two key issues: that the parents' attitude towards isiZulu has not changed and that there is a slight change in the implementation of isiZulu in the multi-racial schools. The parents who are isiZulu first language speakers still have negative attitudes towards their own language. The slow implementation of isiZulu might be affected by the policies which are not clear and not easily implementable. The policy does not give schools guidelines of they can fit isiZulu in their curriculum without affecting other subjects. The policy also states that schools and governing bodies must formulate the schools' language policies which are in line with their circumstances. In other circumstances the majority of the learners are from Tamil backgrounds and they have to accommodate those learners, and at the same time they must offer isiZulu.

Question 5: What other languages are used in the school, and for what purposes are they used?

This question seeks to find out how schools are promoting multilingualism. In all the selected schools, English is used as a language of teaching and learning and as a subject. Three schools use Afrikaans as a second language and three schools offer Hindi and Tamil, in addition to English, Afrikaans and isiZulu. Seven of these schools are former Indian schools, yet the languages that they offer are not the same. Not all the schools offer Hindi, Tamil and Arabic.

These schools seem to be promoting multilingualism by offering different languages. These schools need guidance in terms of how they do it in order to achieve their purpose. Those schools who offer Hindi, Tamil and Arabic are doing it in order to accommodate other people's cultures. Other schools offer isiZulu because it is policy, while others say they offer it because many learners in their schools are from the isiZulu backgrounds.

Question 6: Did you attend any regional izimbizos (Gatherings) to launch the isiZulu Sethu Sonke Project?

This question seeks to ascertain whether the project was launched as it was stated in the *IsiZulu Sethu Sonke Project* advocacy plan.

All the respondents deny having been invited to the regional izimbizos to launch that project. Two heard about the project, but were never invited to one. Even though they were not invited to the launch, PG did mention that in their principal's meetings, the Senior Education Manager (SEM) of their circuit has discussed the importance of isiZulu in their schools. PG commented: "When we have these meetings with DEO, the chief SEM, she has always discussed the importance of isiZulu". When the DEO was interviewed, she did mention that in her ward they went ahead and implemented isiZulu and not wait for the directive because she has a passion for isiZulu. She did confirm that the launch did not happen in our region.

Question 7: Is isiZulu taught in your school?

This question aims to confirm whether isiZulu is offered in the school, because the next question focuses on the teaching of isiZulu and if the school does not offer it, it would not be able to answer the entire questions to follow. All the selected schools do offer isiZulu as an additional, either as first additional or second additional language.

Question8: At what level is it taught, as a home language, first additional or second additional language?

This question explores the level at which isiZulu is offered in the selected schools. IsiZulu can be offered as a Home language, first additional language or second additional language. The RNCS provides different documents for different levels, so teachers have to use the relevant documents.

The level at which the isiZulu is offered determines the amount of time that is allocated to it and the approach that will be used. Three respondents said that isiZulu is offered as a first

additional language. Two schools offer it as a third language. Only one school offers isiZulu as a second additional language.

Question 9: How many isiZulu teachers does your school have? Are they enough?

This question seeks to find out whether the number of teachers in the targeted schools is in line with the number of children being taught.

In five schools, one teacher teaches isiZulu from Grade one to Grade 7. Two schools have two isiZulu teachers.

Question 10: Are your teachers suitably qualified to teach isiZulu?

This question seeks to ascertain whether teachers are qualified to teach isiZulu as an additional language and also investigate the principal's understanding of relevant qualifications for isiZulu teaching.

According to the principal's responses, all the teachers have some form of qualification for example, others have Adult Basic Education and Training, while others have teachers' diploma. The principals displayed their different understanding of relevant qualification for isiZulu teaching. PE judges teachers qualification by his or her ability to speak the language. PE commented, "They are coming from the Zulu background, according to matric certificate, they have done isiZulu...we are not looking at qualification on terms of degrees". Even though some of the teachers might be qualified teachers, it does not mean that they will be able to teach isiZulu as an additional language to first and second language speakers. They can be isiZulu first language speakers, but that does not guarantee that that teacher will be able to teach the language. PF does not seem to be sure about her teacher's qualification, yet the teacher is fully employed in his school. PF commented, "I don't think she is qualified in the language." This brings the issue of status for isiZulu in schools. As a principal, you have to be sure about what is going on in the school and, you have to treat all

the subjects equally. The principal's lack of knowledge about the teachers' qualifications shows lack of commitment for the language. Only PA said that his teacher is a qualified isiZulu teacher. This brings to the fore the principal's wrong impression about being an isiZulu teacher. When this teacher was interviewed, she did indicate that she was teaching in an isiZulu medium school and that does not make her a qualified isiZulu teacher. In the current school this teacher is teaching isiZulu as an additional language.

Most of the teachers from the selected schools are qualified teachers, but not isiZulu language teachers. The Department as an employer must ensure that suitably qualified teachers are employed in the schools and that tertiary institutions train the teachers in such a way that they are in line with the schools' different needs, with regards to the teaching of isiZulu.

Question 11: Is it taught by first language speakers of isiZulu or second language speakers?

This question aims to find out whether isiZulu is taught by isiZulu first language speakers or second language speakers.

According to the principals' responses, all the teachers in the selected multi-racial schools are isiZulu first language speakers. Even though isiZulu is taught by first language speakers, teachers need support in terms of in-service training. They are teaching isiZulu as an additional subject, and so they need to be relevantly trained to that they teach accordingly. These teachers have been trained to teach isiZulu as a Home language and not as an additional language.

Principals of some of these selected multi-racial schools have an impression that since isiZulu is taught by its first language speakers, no problems are expected. They strongly rely on the teachers as one principal commented, "She has experience and she has a Zulu background".

Question 12: Are they state paid or paid by the governing body?

This question aims to find out whether the Department really created new posts for isiZulu. If teachers are employed in those posts that are created and recommended by the Department, they get state paid, but if they are employed by schools on their own because they identified a need, they are paid by the school governing body.

In the selected schools, the principals confirmed that the teachers are state paid and this shows that posts were created. School B's situation is different from the rest of the other schools. Even though she is also state paid, she is paid on an hourly basis. She teaches more than one school.

Question 13: Have your isiZulu teachers been invited to workshops on the teaching of isiZulu as a subject?

This question seeks to ascertain whether the Department of Education is offering any assistance to schools in terms of teaching of isiZulu as an additional language. The teaching of isiZulu is new in these selected multi-racial schools and the employer is expected to prepare the teachers as employees to ensure that they know what is expected of them in these schools. There has to be continuous monitoring and support given to schools by the Department through the subject advisors.

Six principals said that there have never been any workshops on the teaching of isiZulu. Two principals are not sure whether there were any workshops and one principal commented; "I am not too sure, but I know she has been attending workshops, we need to find out from her". Another principal said, "I don't think so, she has just started". Another one commented, "Yes, I would think so". These comments demonstrate that the principals are not sure and this shows lack of commitment on the subject. All the circulars, including the invitation to workshops are received by principals and it is disappointing to hear this uncertainty of principals with regards to workshops. Lack of commitment from principals on this matter is understandable because the Department does not give schools clear direction on this issue and the policies are not easy to understand.

Question 14: If yes, was it useful to them?

Most of the principals have never heard anything about any workshop about the teaching of isiZulu and so this question is not relevant.

Question 15: How do you monitor and support your teachers?

This question investigates whether school principals monitor and support isiZulu teachers. Schools can organise their own support strategies to ensure that they reduce the difficulties faced by teachers. The principal and his or her School Management Team must do needs analysis and develop their own School Development Plan (SDP), where they narrate how they plan to develop their teachers. The issue of isiZulu can be part of this plan and they can invite teachers from other schools to assist them.

Principal A, B and G monitor by checking the records of the educator and the preparation to see whether how the teacher is progressing with her work. One of the principals commented,

...I look at her books, she's got preparations, she's got her preparation work the subject matter and I look at her test record file and books and I am able to monitor and both of us will discuss it and sometimes asks from me sometimes and also I do speak a bit of isiZulu.

PG also does class visits. This is as far as principals can get with regards to monitoring and supporting the isiZulu teachers. The major problem in this regard, is that principals are not fluent with the language as another principal pointed out,

...I rely on one teacher to assist the others because we are not so afire with the language as such, you know, coming from our background, but we make use of them to help, we use one against the other to just check...

This comment brings forth the issue of using other people as resources. This is what the policy requires of those people who are not familiar with other languages to use others as resources. The learners are also encouraged to do that. This also creates a need for employing more isiZulu teachers, even at the level of HOD's (Head of Department). The key issues that are brought here are lack of knowledge and understanding of the language and use of other teachers as resources. Because of the principals' knowledge about the language, they don't know how they can offer assistance. Others think that by providing books, that is enough, instead that is part of the support that they can offer.

Question 16. Have the teachers been experiencing difficulties in teaching isiZulu?

This question explores the kind of problems that teachers who teach isiZulu experience when they teach learners who come from different language backgrounds. The teaching of isiZulu is new in the selected schools and problems are anticipated.

Two respondents do not see any problems in the teaching of isiZulu as a subject. PA said,

No, but because the children are small, the children, in fact, you will find that the children pick up the language, especially when they are small; they pick up the language very fast.

Critical language proponents would agree with this principal, that children pick up the language easily when they are still young. PB who also does not seem to have a difficulty in her school with regards to isiZulu has this to say,

...teaching isiZulu as a subject, I would think no, no, problems, but where the issue does come about, is probably the locality because she stays out in Shakaville sometimes there are systemic issues of transport that impacts in terms of attendance...

A major problem that was raised by other principals is shortage of resources. One principal commented,

I must emphasise at this point in time that definitely, that particular learning area is under-resourced, in the sense that we are prepared to buy the material but the material is not available for that matter, simple reading books, you know, story books...

From this comment, I can conclude that isiZulu is not yet developed to accommodate second and third language speakers. One principal pointed out that the problem is that, “some learners got barriers, communication problems”. Principals are finding it difficult to buy books which are not available in book shops. Kaplan and Baldauf (1997) argue that the materials have to coincide with the methodology that is used to teach the language and the methodology that was used to train teachers. Most of the teachers who teach in the selected schools are not language teachers. They are trained as teachers and not as language teachers; therefore they do not possess the relevant methodology. Principals rely on them when they themselves have no formal language training. Even if there is a variety of materials on the market, teachers would not know which materials are relevant.

Question 17. Have the learners been experiencing any difficulties?

This question explores the kind of problems that the learners experience. The previous question targeted teachers in term of the difficulties that they experience as isiZulu teachers.

The responses from the principals display varied perceptions on the issue. Few principals pointed out that the difficulty that the learners have is to communicate in the language as it is not their first language. One principal commented,

...here is that its predominantly Indian, so remember, this is not their home language, it is not the language that is spoken at home, so that was the initial problem, having to grasp with the concepts of the language...

Learners are not familiar with the language because it is not spoken at home and it has become a barrier to their learning. On the other hand other principals do not think that the problems are exclusive to isiZulu, because there are learners who have problems in other subjects. This observation coincide with the comment made by one isiZulu teacher who said,

Ziba khona izinkinga, kodwa akubi ibo bonke, mhlampe, kodwa ke iba khona inkinga kulabo engibaziyo ukuthi vele bahhamavila. Hhayi ukuthi basuke behlupha kwisiZulu kuphela, ngoba ngibuye ngifundise nesinye isifundo, ngiye ngithole ukuthi hhayi ngoba behluleka bahhamavila... (There are problems, but not all of them, but the problem is with those whom I know that they are lazy. It is not that they have a problem in isiZulu only, because I also teach another subject, so I realised that they fail because they are lazy...)

Another principal raised a different view that African children mostly have problems. IsiZulu is the language that they use at home and it is not expected of them to be beaten by second and third language speakers. This raises the issue of attitude towards the language. Paola (2001) argues that parents who believe that they have been disadvantaged because of their language, would want their children to acquire the language of power. Parents can easily influence their children to like certain languages and dislike others.

Question 18. Has the Department of Education been monitoring the implementation process?

This question aims to find out if the Department of Education is monitoring the implementation process as it is mentioned in the IsiZulu Sethu Sonke Project Manual, that

district based support team that draws its expertise from the region and district, to monitor and evaluate the project.

Few principals feel that there is monitoring because there are schools that were given isiZulu teachers. When this question on monitoring by the department was asked, one principal responded,

They have in fact, they have given us transformational posts, and we didn't have them before. He went further to say ...they haven't come back to us, but they put her in place and expect us to monitor....

Schools appreciate that they were given transformational posts; however the Department has to follow up the implementation process to see if there are any difficulties that are experienced by schools and whether those newly appointed educators receive induction from the Department. When the Department of Education was asked on the same question she pointed out that the shortage of subject advisors was the cause of lack of monitoring, but she did indicate that they are now getting new subject advisors, and so the visibility of subject advisors in schools will minimize the difficulties.

Question 19. Has the school been given guidelines? If yes, are they helpful?

This question seeks to find out if schools were given any guidelines, either in the form of policy documents or syllabus if there is any. This relates specifically to isiZulu language teaching.

Most principals tend to rely on the isiZulu teachers themselves. Principals display different understanding of guidelines and with that I can make a conclusion that the guidelines that different schools might have are not the same. If these guidelines were from the Department of Education they would be the same. Another assumption that I can make is that the principals are not quite clear about what to expect as guidelines. One principal said,

...for isiZulu, she got textbooks. For the same question, another principal commented, No, I don't have a language policy basically I know what the assessment requirements are, but in terms of the actual work, and what is expected, well we have NCS, the framework is there...Mrs Nzuza knows she told me that everybody presented their schedules and so forth for the year so I suppose Zulu is also included.

The issues that are raised by this question are: the principals are not committed to isiZulu and this might be because they are not au fait with the language as one principal pointed out. Another issue is that the principals are not sure as what these guidelines are. This reflects on the lack of support and monitoring by the Department of Education.

Question 20. How many periods of isiZulu are there per grade per week?

This question sorts to find out how schools allocate time to isiZulu. Time allocation is also curriculum issue. According to Kaplan and Baldauf (1997), the primary concern in the curriculum is creating space for the language which was not offered before. Creating a space for the subject also means allocating time to that particular subject.

The time allocations that are given by principals vary. In other schools, isiZulu has two periods per week and one period is thirty minutes. If it is two periods, it means that it is one hour per week. Those schools which have different phases, that is, foundation phase (grade R-3), intermediate phase (grade 4-6) and senior phase (grade 7-9), have different times for the different phases. One principal responded, "...the periods per week actually vary, the grade ones have half an hour, but those rise up to an hour for my grade fours and fives."

In two schools the grade ones have half an hour of isiZulu. In one school isiZulu was introduced just for the sake of accumulating hours for the teacher. The principal commented, "...we have recently introduced it in grade two because the teacher has time so we gave them one period each in a grade two just to fill in her time, it is a little earlier". That was the idea to help them and to help her. If isiZulu was introduced in a grade for the

reasons mentioned by this principal, it raises questions about the teacher's preparedness to teach that grade.

Question 21. Do you think that those periods are enough to enable the learners to grasp the language?

This question aims to find out from the principals whether they think that those few periods that are allocated to isiZulu are enough for the learners to grasp what they are required to grasp.

Most principals think that time is not enough, but unfortunately they have to abide by the Department's notional time. Each learning area is assigned certain hours and schools have to follow those guidelines. The key issue in this aspect is departmental policies that schools have to follow.

Another issue that came up is the limited space of the curriculum. It has been pointed out that the curriculum is not endlessly permeable. In other words there is a limited space in the curriculum. Not all the subjects can be accommodated, even though the Language-in-Education Policy states that all language subjects shall receive equitable time. In reality, that is not achievable at the moment. One principal has this to say,

Quiet honestly; to achieve what we want to isiZulu, I don't think it's enough. Unfortunately, we have a certain amount of time for languages and for English, Afrikaans, Hindi, Tamil, isiZulu, so you find that additional languages like Hindi, Tamil and isiZulu are the ones that tend to suffer.

Time and space are closely related. Most of the principals would welcome time addition for isiZulu, while very few think that time is enough.

Question 22. At what grade do you introduce isiZulu as a subject?

This question investigates whether different selected schools introduce isiZulu in grade one or they only introduce it in other grades.

Only one school introduces isiZulu in grade two, all the other selected schools introduce it in grade one. According to the RNCS policy, if the school plans to use the additional language as a LOLT, that language must be introduced. The majority of these selected schools use English as the LOLT from grade one up to grade 7. Only one school use a parallel medium of English and Afrikaans. The policy documents are not clear on this aspect. According to the LiEP, an additional language is offered from grade three. The RNCS states that all learners learn their home language and one additional official language and it does not specify when instruction must begin.

Question 23. Does the Department provide funding for the learning and teaching support materials (LTSM)?

This question aims to ascertain whether the Department provided any additional funding for the LTSM that will also accommodate isiZulu as it is a new language that is additional to the existing languages.

Most of the selected multi-racial schools fall under section 21 status. If the school is under section 21, it means that the Department of Education allocates money into the school and that money is deposited straight into the school account. The bulk of the money goes to the purchase of LTSM. One principal commented,

...when it comes to funds, the Department has its monetary allocation because we are section 21 and with that monetary allocation that we are getting from the Department, whilst we have a basic allocation where you know you pay for all your water and telephone. A bulk of it now we are supposed to utilise it for supplying of,

I mean, purchase stationary and textbooks, unfortunately as much as we would like to spend on the textbooks for isiZulu, there are no textbooks available.

This comment brings another issue of unavailability of isiZulu textbooks. The issue of unavailability of materials is of great concern to principals. As much as schools might want to buy books for isiZulu, they are not available, especially for the second and third language speakers.

Even though schools are receiving money from the Department, the problem that they raise that this money is not enough, as another principal pointed out,

...according to our norms and standards and at our school we have 323 learners and the Department just gives us like R32, 000 thousand to cover from grade one for all the subjects and for the LTSM and that money is not enough. When we go to book sellers supply us with books so what we get the information from them and we make worksheets.

According to the IsiZulu Sethu Sonke Project, the Department was going to provide funding for the project of implementing isiZulu in public schools.

Question 23. Do you have resources to assist in teaching isiZulu? Are they adequate?

This question seeks to find out whether schools have LTSM, specifically for isiZulu because the RNCS policy encourages educators to use a variety of resources to address the Learning Outcomes and Assessment Standards prescribed for Intermediate and Senior Phases (RNCS, 2003).

In all the selected multi-racial schools, the main resource that they rely on is the textbook as one principal commented,

The only resource that we rely very heavily on is the textbook. Teachers do use other teachers as resources, but the main resource that they mostly use is the textbook. PG commented ...the human resource in terms of the physical resources..., she has made reference to books from the other schools, but also we get books specimen copies from book sellers.

LTSM play a crucial role in the planning, teaching and assessment processes of the school curriculum, which is why educators are encouraged to use a variety of resources in conjunction with the curriculum. The curriculum gives some examples of the resources which can be used in the teaching of languages.

The principals' responses point a shortage of resources for the teaching of isiZulu as an additional language.

5.4 PRESENTATION AND DISCUSSION OF THE INTERVIEW WITH THE DEPARTMENT OF EDUCATION OFFICIAL

Question 1. Were the schools informed of the Department of Education's implementation plan with regards to the teaching of isiZulu? If yes, how were they informed and if no, why?

This question seeks to find out whether the IsiZulu Sethu Sonke Project Manual was launched. According to the IsiZulu Sethu Sonke Project Manual, there was going to be regional izimbizos were going to launch the project. If the project was not launched, it is possible that teachers would not be aware of it, unless if other communication strategies were implemented to convey the message.

The Department of Education official's (DEO) response indicate that schools were informed and she further explains that..."it came as a directive kwi-Premier of the province, to all schools, however, mina in this circuit, I had implemented that, prior to it being a directive...The DEO does indicate that even though the launch was not held at the circuit or district level, but schools were informed about the implementation of isiZulu and they are

implementing it. They were informed through the principals in their principal's meetings. One principal confirmed this when he was asked if they were ever invited to the izimbizos to launch the isiZulu Sethu Sonke Projects, this principal responded, ... *"I didn't, but the principals"* meetings when we have these meetings with Mrs Khoza, the Chief SEM, she is always discussed the importance of Zulu in our schools and transformation...so our input has come from the ward managers and sem. This confirms that schools were informed even though they were not invited to the regional *izimbizos*. Although not all the principals admit that they were informed, this one principal confirmed what the DEO was saying, because she was personally involved in implementation of isiZulu at circuit level.

The DEO indicated that in her circuit, they were ahead of other circuits because they implemented isiZulu even before the direction from the Premier of KwaZulu-Natal. She says, "Kwathi kuqambe kufika le-directive by the premier, we were already 80% of the way, with the introduction of isiZulu." The DEO was committed to the implementation because..."it was a subject that was close to my heart and I was vocal about it in meetings..." The DEO went ahead on her initiative and she was never invited to any imbizo. This one example which demonstrates Bamgbose's (cited in Mmusi, 1998) argument when he says, "African policies are characterized by declaration without implementation". The IsiZulu Sethu Sonke Project Manual has a plan which has to be followed and it has goals, one of which is, "to contribute towards moral and cultural regeneration through language learning".

Question 2. Was a steering committee formed to ensure that the implementation process is in place?

This question aims to explore the Department of Education's commitment to the implementation of isiZulu. This steering committee has to drive the process and ensure that implementation is in place.

The DEO's response shows that she is not aware of any steering committee that was informed. One would then conclude that the steering committee was not formed and if it

was formed, it's not visible to Circuit Managers. Her response shows that she is not sure if it was formed. She said,

Mhlambe (maybe) not at the circuit level, mhlambe (maybe) at provincial levels ...here where we were it was a standing item in our meetings that umhloli ongenaso isiZulu must ensure ukuthi unaso...(inspectors who have not implemented isiZulu must ensure that they do)

Question 3. Did schools submit their implementation plans to the districts for approval?

According to the IsiZulu Sethu Sonke Project Manual, all schools were supposed to submit their implementation plans to the districts for approval. This question seeks to find out whether schools did submit their implementation plans.

The response from the DEO indicates that no implantation plans were submitted. Instead, "...it was a matter of communication between the SEM and the school, when we introduce isiZulu, talk to governing body."

This clearly indicates that no formal process was carried out whereby schools would first design their plans, submit to districts for approval, and then implement.

Question 4. Are all the public primary schools offering isiZulu as a subject? If no, why?

There are many schools which fall under the Lower Tugela Circuit, but not all of them were selected for the study. This question investigated whether all the schools including those who are not part of the study, offer isiZulu as a subject.

The response from the DEO showed that isiZulu is offered in all schools, but she did indicate that the level at which it is offered depends on the teacher's load. She said "...they are having as a subject, depending kwi-load kathisha, because i-load kathisha is going to determine how many a teacher takes..."

Question 5. Do you think teachers are aware of the Language-in-Education Policy?

This question seeks to find out whether the Department of Education ensures that teachers are aware of the Language-in-Education Policy because they have to implement it in their respective schools.

According to the DEO's response, teacher would be aware through their principals because their principals' meetings are always held every month to discuss the various issues relating to their schools. The DEO commented, "teachers are aware, angingasho ukuthi aware, because we liase kakhulu no-principal. They know perfectly well ukuthi at Grade R to Grade 3, the learners must be taught kwi-home language yazo..." The DEO's comments indicate that since the principals know about the Language-in-Education Policy, she assumed that teachers know. Her comments also indicate that the LiEP implementation will be a gradual process and will not happen overnight. The reason that she raises is that at the moment the Department of Education does not have the resources to employ as many isiZulu teachers as possible.

Question 6. Are schools provided with suitable qualified teachers?

This question aims to find out whether schools were provided with teachers who are equipped in isiZulu as a subject either as second or third additional language teaching.

According to the DEO's responses, all the teachers are suitably qualified. Her comments were, "that we do, size siba CTT ze nje isikole esingenabo othisha besiZulu, we CTT them."

Question 7. Those who used existing educators, were they re-skilled through universities in the province or other means like workshops?

This question seeks to find out if there was a situation in the schools where teachers within the school were employed in these new posts for isiZulu teaching.

The response from the DEO shows that all the teachers who teach isiZulu under her circuit were employed in new vacant posts. There is no school where they had to use someone from inside who will then be re-skilled to prepare him/her for the new role of teaching isiZulu as a subject in the selected schools that did not offer isiZulu before 1994. All the isiZulu teachers who were interviewed agree that they come from outside the school. The DEO commented,

...we never had a situation like that because we informed schools, introduce isiZulu, then they would go out and seek for isiZulu teacher, abese eyafika, hhayi ngoba ebevele ekhona.

This confirms that the teachers, who applied for the posts, came from outside their current school.

The problems that were raised by the teachers and principals indicate that these teachers desperately need workshops even though they come from Zulu backgrounds. Coming from the Zulu background does not make those teachers suitably isiZulu teachers. Instead they need relevant teaching that will assist them in teaching isiZulu in multi-racial schools where the language of learning and teaching is either English or Afrikaans. Re-skilling of educators is also relevant for the teachers who teach in the selected multi-racial schools of the Lower Tugela Circuit.

Question 8. Do you think that you have enough subject advisors for isiZulu and are they available to schools to give support?

This question aims to explore the Department of Education's commitment towards the promotion of African languages, isiZulu in this study.

The response from the DEO indicates that in the General Education and Training band (GET), they had no subject advisors, but they have just been appointed, but the process is

not yet complete. The subject advisors, whom the DEO thinks they are enough, belong into the FET band (Further Education and Training). The DEO commented, "...kwi-FET phase."

This study focuses on public primary schools and they fall under the GET band. At the moment the subject advisors are not visible to offer support to schools, while schools are expected by the same Department of Education to implement isiZulu in their schools. This year is 2008, and according to the IsiZulu Sethu Sonke Project Manual, schools had to implement in 2006. In 2008, the process of employing subject advisors is still in progress. Other teachers did raise their concern with regards to the unavailability of subject advisors, especially because the principals of these schools lack background knowledge for isiZulu. They would rely on their guidance.

Question 9 .Were schools supplied with learning and teaching support materials?

This question investigates whether the selected schools are supplied with learning and teaching materials for isiZulu since it is a new subject in their schools and they have nothing for the subject.

The DEO's responses clearly indicate the issue of learning and support materials rest with individual schools because they buy their own stationary according to their individual school's needs. She said, "Schools will have to, because izikole ziyazidela ezikudingayo (schools order for themselves), I assume that they would have done it and that they would include isiZulu njengezinye izifundo ezifundwayo (isiZulu like all other subjects)." Principals' comments confirm this when one principal explained the different school's status. According to one of the principals, school are either section 20 or section 21. If they are under section 20 they requisite from the Department, but if they are section 21 schools, they are allocated a certain amount of money and the bulk of the money has to go to learning and Support Materials (LTSM). It is up to the schools to ensure that all the subjects are catered for when they buy their materials. A concern that was raised by one principal was that even if they want to buy isiZulu books, they are not available. Principal commented, "...the Department has its monetary allocation because we are section 21 and

with that monetary allocation that we are getting from the Department whilst we have a basic allocation where you know you pay for all your...”

Question 10. What kind of materials are those? Give at least three examples

This question links to the previous question about whether schools are supplied with materials. The DEO could not comment on this question further than to say that schools have to buy materials.

Question 11. Are they able to use those materials?

The question seeks to find out if the teachers are able to use the materials. If the materials were supplied by the Department, it was going to be crucial for the Department to workshop teachers on the good use of the materials. This question was going to be relevant, but in this case, no materials are supplied and the DEO would not know what individual schools chose to buy.

The response from the DEO is that this question links to the previous question and schools have to ensure that teachers are able to use the materials that individual schools buy.

Question 12. Are the districts monitoring and providing support to the schools in the implementation process? If yes, how?

This question explores the role that is played by the districts in the implementation of isiZulu as a subject in the selected multi-racial public primary schools.

The DEO's response indirectly tells us that no monitoring and support is provided by the district to the schools at the moment. She commented,

mhlambe that is linking to the availability of the subject advisors...as soon as they are fully appointed, they will be available to monitor, okwamanje we really have a scarcity of subject advisors.

Schools have to wait until the process of employing subject advisors is complete; unfortunately, they still have to teach the learners isiZulu, even if the subject advisors are not there.

Question 13. Are schools experiencing any problems in their implementation of isiZulu? If yes, what kind of problems are those?

This question seeks to find out from the DEO's perspectives, the kind of problems that are experienced by schools in their implementation of isiZulu. It also aims to find out whether schools do report their problems to the circuit office.

According to the DEO, the major problem that was experienced by schools was the unavailability of a syllabus for isiZulu second language, because the syllabus that has always been available was the syllabus for first language. The DEO commented,

The major problem that was experienced some time back, but that was overcome, was the problem of the syllabus for the second language of isiZulu...

The DEO spoke about the unavailability of the isiZulu second language syllabus, but she assumes that the problem was resolved because she no longer gets complaints from schools in this regard. At the selected schools the situation points to a different matter.

Even though the DEO thinks that the problem of unavailability of isiZulu second language syllabus was resolved, isiZulu teachers are struggling with the subject's expectations. In other words, they do not possess the knowledge about the content of their language teaching. Teachers network with neighbouring schools' teachers who teach isiZulu at a home language level. Obviously, this level is very high for second language speakers, but teachers adjust the level. One teacher from the selected schools commented,

Ngazenzela, okwkwungelula. Ngathi ngifika la ngavele nganikwa izincwadi zaka first language ze mother-tongue...ngaze ngaphoqeleka ukuthi ngihambe, ngiphume

la uthole ukuthi amaholide ngingawaenjoyi amaholide ami ngihambe ngifuna othisha kwezinye izikole abafundisa isiZulu, uthole ukuthi abanye bayaziqhenya abafuni nezinto zabo. (I did my own planning, which was not easy. When I came into this school, I was just given books for first language in mother-tongue...I was forced to sacrifice my holidays and not enjoy them, looking for teachers from other schools who teach isiZulu and some of them did not want to share their knowledge and their materials.)

Principals also confirmed that teachers use other teachers network with other teachers and they use them as resources. The shortage of subject advisors has a great impact on teacher development. The DEO did indicate that the process of employing subject advisors is still in progress and it is envisaged that their employment will minimise the teachers' difficulties.

Question 14. Were schools given any guidelines on the teaching of isiZulu, either as first or second additional language?

This question aims to find out whether schools were given guidelines for teaching isiZulu, either as first or second additional language. The guidelines can either be in the form of RNCS policy documents or syllabus if available for different levels of language teaching. The response from the DEO links with the problems that are experienced by schools in their implementation of isiZulu as a subject. Earlier on the DEO raised the issue of unavailability of second language syllabus. On the question of guidelines, the DEO responded, "That was, for instance, risen on what I have just said".

Even though the DEO is under the impression that the issue was resolved, the isiZulu teachers still struggle with what is expected of them as isiZulu first and second additional language teachers. Only the RNCS policy documents are available for teachers and teachers are not finding it easy to use them. All the schools in the Lower Tugela Circuit have the RNCS policy documents. Teachers are expected to design their own learning programmes

using RNCS policy documents as reference. This is in line with one of the seven roles of educators, which see teachers as designers.

The difficulties that teachers experience with regard to the language expectations even though they have RNCS policy documents, means that these policy documents are not user-friendly and are not easily accessible for teachers. This is a challenge for the curriculum planners and for the Department of Education. It is the responsibility of the Department as an employer to ensure that the employees know and understand exactly what is expected of them regarding the different subjects that they have to teach. Suitable guidelines for isiZulu are still needed, especially because the teaching of isiZulu as an additional language in multi-racial schools is new.

Question 15. Are those guidelines the same for all public schools in KZN?

The *IsiZulu Sethu Sonke Project* is targeting all public schools in the province to ensure that they offer isiZulu as a subject. This question aims to find out whether the Department of Education supplied the schools with guidelines of how the implementation of isiZulu will be done, especially because this is a new project and there are schools, like the selected schools, who did not offer isiZulu before.

On the question of guidelines, the DEO displayed lack of knowledge about them. The DEO responded,

I don't think I will be able to comment because kahle, hle (Actually), I was not directly involved in giving of guidelines, it was just to inform the subject advisors, please help that school and that is as far as I can.

In terms of the RNCS policy documents, all the schools received the same, but there is no ready-made syllabus, instead teachers are required to design their own learning programme. According to the DEO's comment, it is the duty of the relevant subject advisors to see to it that teachers have all the required guidelines for their subjects.

Question 16. Do you think that those guidelines are useful in such a way that even non mother-tongue speakers of isiZulu will exit grade 10 being able to converse in isiZulu with confidence?

This question explores the value of the guidelines that are given to schools in terms of adequately assisting teachers to produce learners who are competent and proficient in isiZulu.

In response to this question, the DEO said

...I cannot answer that directly, because nakhona (Even there), I depend on hear-say ukuthi (That) mhlambe (Maybe) the teachers that I speak to, omunye (Another) said, You know I want you to see A's or B's. So you would expect a person who get A at grade 12 to be able to speak the language in question...Lower Tugela Circuit was highlighted because baba ofarisha (They offer) isiZulu for the first time at grade 12 last year, zaphas izingane (The children passed) lots of A's...I do not know whether akhona yini ama (If there are any) non mother-tongue speakers.

According to this comment, these guidelines enable learners to exit grade 10 being able to converse in isiZulu. The DEO did indicate that she depends on hear-say. She advised me of going to one of the high schools which offers isiZulu for the first time so that I can do my own assessment of the learners in terms of their acquisition of isiZulu. Unfortunately, this study focuses on primary schools and not high schools.

5.5 CONCLUSION

Kaplan and Baldauf (1997) maintain that once education policy has been determined, there are issues which then need to be examined as part of the language-in-education implementation programme. These issues are curriculum policy, personnel policy, materials policy, community policy and evaluation policy. These areas of policy development for language policy implementation may develop differently in a particular nation depending

on how the country's education system operates. The study has investigated the language-in-education implementation programme for isiZulu in the Lower Tugela Circuit in KwaDukuza.

The implementation of isiZulu is new in most of the multi-racial schools and it is therefore important that the issues of Language-in-Education implementation programmes as discussed by Kaplan and Baldauf (1997) are dealt with. The situation in the selected schools is different from the former township schools where isiZulu is used as a language of learning and teaching and as a subject. In the multi-racial schools of the Lower Tugela Circuit, it is only used as an additional language, either as a first or second additional language. It is therefore crucial that teachers are thoroughly prepared to teach isiZulu as an additional language in multi-racial schools so that they are able to employ the relevant teaching methodology.

It is beyond doubt that the Department of Education has to play a leading role in supportive interventions in the schools. The Department of Education is applauded for creating new posts for isiZulu in the school, however, those newly employed educators are not monitored and supported.

CHAPTER 6

SUMMARY AND CONCLUSIONS

6.1 INTRODUCTION

This chapter reflects on the main issues that were raised by isiZulu teachers, principals of the selected schools and the Department of Education official. The aim of this study was to investigate the implementation of isiZulu as a subject in selected public primary schools of the Lower Tugela Circuit in KwaDukuza (Stanger). The key areas in the implementation of isiZulu are curricular, teacher development, resources for isiZulu, monitoring and support given to schools by the Department of Education. To find answers to the key questions, a literature review was conducted in order to provide background to the research. Face-to-face interviews with the isiZulu teachers, principals and the Department of Education official were conducted.

This study has demonstrated that the implementation of isiZulu as a subject in public primary schools is a very complex issue which raises concerns and problems to teachers, principals and the Department of Education (DoE) official in areas of teacher development, curricular issues, learning and teaching resources and monitoring and support given to schools.

This study has established that, on the issue of teacher development, isiZulu teachers believe that they are relevantly qualified to teach isiZulu in primary schools and that their qualifications assist them in teaching isiZulu in multiracial schools. Principals' view of teachers' qualifications are measured mainly by their ability to speak the language and their home language background, in this case, isiZulu. The principals see these teachers as being relevantly qualified to teach isiZulu in the selected schools, because some of them possess m+3 or m+4 (Matric and 3 or 4 years of training) or because they are fluent in isiZulu. These principals are not particularly concerned about the teachers' areas of specialisation

and the skills that teachers have. Successful curriculum development and delivery requires that teachers have the necessary skills.

The new curriculum, under the new government, sets up different expectations of teachers from those under apartheid which expected little of teachers (Sayed, 2001). The Norms and Standards for Educators give a detailed description of the seven roles assigned to teachers. One of these roles is that educators are designers of learning programmes (Sayed, 2001). These roles have to be injected in educators early in their careers through in-service training or pre-service when they are still training as teachers. If the teachers are relevantly qualified as it was suggested by the schools' principals and teachers themselves, they would not be struggling with the designing of their own programmes. The demands of the new curriculum require that teachers are vigorously trained and retrained. Teachers do not receive ready-made planning, instead teachers have to design their own learning programmes and decide on the materials that they will use.

Another issue of concern that was concluded from the interviews is that the teachers are not au fait with the RNCS policy documents. Teachers see the learners' difficulty in spelling as the main issue of concern. The issue that comes up is that teachers do not know how they should approach the teaching of isiZulu, and that is why they use the methodology which is not going to assist them to achieve their goals. The main goal of additional language teaching is for the learners to achieve communicative competence. The RNCS policy document in the Languages learning area recommends the communicative approach as the main focus for additional languages (RNCS, 2003). Most of the teachers who teach isiZulu in the selected primary schools, teach isiZulu in the medium of English. That is not going to enable the learners to achieve communicative competence if they are not exposed in the language. The policy documents might need to be more accessible to teachers and to be user-friendly.

Bamgbose (2000) argues that teachers of African languages are not given the same rigorous training in methodology as compared with teachers of English. The responses from the

principals confirm that the isiZulu teachers do not have training as second language teachers. This has an impact on the way that they teach.

Both principals and isiZulu teachers have pointed out that there are major problems with regards to isiZulu learning and teaching materials. They indicated that the learning and teaching materials for English, like books, are available and they translate those materials for the teaching of isiZulu. Bamgbose (2000) believes that materials for African languages are not up-to-date and readily available as those for English. The shortage of isiZulu language teaching materials, confirms this view about African languages materials.

The majority of isiZulu teachers and principals agreed that support and monitoring from the Department of Education is very minimal. The majority of interviewees would like the Department to organise workshops for teachers because there has never been any workshop on the teaching of isiZulu. Workshop is one of the tools for teacher development. Monitoring by subject advisors on behalf of the department is not happening in these schools and the DEO admitted that the subject advisors have never visited schools. The reason for invisibility of subject advisors is that most of them have just been appointed.

The findings confirm the hypothesis that there is lack of continuous support and monitoring to schools with regards to the teaching of isiZulu as a subject in multi-racial schools.

6.2 LIMITATIONS OF THE STUDY

The limitation of the study relate to the tools used to collect the relevant data. The study used interviews only and using different methods of collecting data would have assisted in ensuring that sufficient data is gathered. Each method supplements the others and if only one method was used, there would be gaps in the data collected.

Another possible limitation concerns the skills of the researcher as an interviewer. Kumar (2005:32) notes that “the quality of data depends upon the quality of the interviewer”. My skills as an interviewer might have impacted negatively on the data that was gathered. The

interviewer has to possess relevant interviewing skills and has to have experience. I realised when I was analysing data, that some of the questions needed more probing in order to draw more from the interviewees.

6.3 RECOMMENDATIONS

On the basis of the findings in this report, the following recommendations are made:

1. Teachers have to get some kind of in-service training to assist them in teaching in isiZulu as a second and first additional language. An aggressive training programme of language teachers is significant if the new Language-in-Education Policy is to succeed.
2. Review the policy with regards to teaching language subjects, depending on the Department's intention in teaching isiZulu or other languages.
3. Employ more subject advisors because there has been a shortage of them and a few have been employed in 2008. The Department must make sure that they are provided with transport so that they can access different schools to monitor and support them,
4. Principals of schools must ensure that teachers understand policies, specifically the language policy. Schools can have language policy committees.
5. More posts have to be created for isiZulu teachers because there are still teachers who teach in two schools on a part time basis.
6. The Department has to work in partnership with the tertiary institution so that teachers of isiZulu get the relevant training.
7. The Department must try as much as possible to employ teachers who are suitably qualified to teach isiZulu at different levels.
8. Schools must provide isiZulu with suitable Learning and Teaching Material (LTSM) because those schools under section 21 are allocated money to cater for that.
9. Teachers must be encouraged to read the policy documents because the Department has provided the schools with RNCS documents and they are documents for

different language levels. There is a document on first additional and a document for second additional language. They need workshops on designing their learning programmes and work schedules.

10. African languages must be made a requirement in the job market and in that way institutions will ensure that it gets a space and increased time in their curriculum.

6.4 SUGGESTIONS FOR FURTHER RESEARCH

This research has explored the implementation of isiZulu in selected public primary schools in the Lower Tugela Circuit in KwaDukuza (Stanger). It is anticipated that this will contribute to the ongoing research about the promotion and use of African languages in schools in South Africa.

This was a small scale research which was carried out with a small sample and where only one type of method, that is, interviews was used. A similar study could be carried out on a larger scale using a variety of methods in order to make informed generalisations. There are several aspects of the education sector that warrant further investigations by researchers. Although this research has managed to give us an understanding of the extent to which isiZulu, being one of the African languages, is promoted in schools. This study focused specifically on public primary schools and it could be expanded to include private schools so that conclusions can be made in terms of all primary schools in the province.

Another crucial issue in the implementation of isiZulu in schools, is corpus planning. According to Kamwangamalu (1997: 235) corpus planning “involves attempts to define or reform the standard language by changing or introducing forms in spelling, pronunciation, vocabulary and grammar”. The question that can be addressed in future is, “How can corpus planning be implemented for all African languages without negatively affecting English and Afrikaans”.

More research on the Department of Education language policies would be useful. Although the policies are available, the problem is with the implementation of these policies on the

ground. Further research would assist in providing some insights as to why there is a gap between policy and implementation.

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APPENDICES

APPENDIX 1: INTERVIEW QUESTIONS FOR ISIZULU TEACHERS

Personal Information

1. Age
2. Gender
3. First language
4. Languages that you can teach
5. Languages that you are currently teaching
6. Qualifications

Please answer the following questions:

7. Do you think that your teaching qualifications assist you in teaching isiZulu to your learners? Give a reason for your answer.
8. What other languages are taught at your school?
9. For what purposes are they used?
10. Have you seen your school's language policy?
11. Do you think it is in line with the National Language-in-Education Policy in terms of promoting additive multilingualism?
12. When was isiZulu implemented as a subject in your school?
13. Has your school experienced any problems implementing isiZulu into the school curriculum? If yes, what are the problems?
14. What grades are you teaching isiZulu?
15. How did you get your current post?
16. At what grade is isiZulu introduced as a subject in your school?
17. How many periods of isiZulu do you have for each grade per week?
18. Do you think that the number of periods that are allocated to isiZulu are enough for your learners to master the language?

19. Are you teaching isiZulu at a second or third language level?
20. Do you teach isiZulu through the medium of English or isiZulu?
21. What guidelines are you using to teach isiZulu?
22. Is teaching isiZulu to second and third language speakers difficult for you? If yes, what are your problems?
23. Are you getting enough support from the Department of Education? Yes/No. If yes, what kind of support and if no, what would you like?
24. Are there enough teaching and learning support materials (LTSM)? Yes/No. If yes, mention at least three types.
25. Have you attended any workshops on the teaching of isiZulu as a subject in primary schools? Yes/No.
26. Are you aware of the KwaZulu-Natal Department of Education's campaign to implement isiZulu in all public schools in the province? If yes, how did you become aware?
27. Are you getting any support from your seniors and colleagues? Yes/No.
28. What kind of support would you like to have?
29. With whom do you plan for your lessons?
30. Have the learners been experiencing any difficulties? Yes/No. If yes, what kind of difficulties?
31. Do you think that there is a need for all the learners in KwaZulu-Natal to be able to converse in isiZulu? Give a reason for your answer.

APPENDIX 2: INTERVIEW QUESTIONS FOR PRINCIPALS

Personal Information

1. Age
2. Gender
3. First language
4. Other languages that you can speak

Please answer the following questions:

5. What is the language policy of the school?
6. Who were involved in formulating the school's language policy?
7. Is it in line with the Language-in-Education Policy?
8. Does the language policy reflect the learner population in terms of the languages that they speak?
9. What languages are used in your school, and for what purposes are they used?
10. Did you attend any regional izimbizos (gathering) to launch the IsiZulu Sethu Sonke Project?
11. Is isiZulu taught at your school?
12. At what level is it taught, as a home language, first additional language or second additional language?
13. How many isiZulu teachers does your school have? Are they enough?
14. Are your teachers suitably qualified to teach isiZulu?
15. Is it taught by first language speakers of isiZulu or second language speakers?
16. Are they state paid or are they paid by the governing body?
17. Have your isiZulu teachers been invited to workshops for the teaching of isiZulu?
18. If yes, was it useful to them?
19. How do you monitor and support your teachers?
20. Have the teachers been experiencing any difficulties in teaching isiZulu?
21. Have the learners been experiencing any difficulties?

22. Has the Department of Education been monitoring the implementation process?
23. Has the school been given guidelines? If yes, are they helpful?
24. How many periods of isiZulu are there per grade per week?
25. Do you think that those periods are enough to enable the learners to grasp the language?
26. At what grade do you introduce isiZulu as a subject?
27. Does the Department provide funding for the learning and teaching support materials?
28. Do you have resources to assist in teaching isiZulu? Are they adequate?

APPENDIX 3: INTERVIEW QUESTIONS FOR THE DEPARTMENT OF EDUCATION OFFICIAL

Personal Information

1. Age
2. Gender
3. First language
4. Rank

Please answer the following questions:

5. Were the schools informed of the Department of Education's implementation plan with regards to the teaching of isiZulu? If yes, how were they informed and if no, why?
6. What are the goals of language planning (implementation of isiZulu)?
7. Did schools submit their implementation plans to the districts for approval?
8. Are all the public primary schools offering isiZulu as a subject? If no, why?
9. Do you think teachers are aware of the Language-in-Education Policy?
10. Are schools provided with suitably qualified educators?
11. Those schools who used existing educators, were they re-skilled through universities in the province or other means like workshops?
12. Do you think you have enough subject advisors for isiZulu and are they available to schools to give support?
13. Were the schools supplied with learning and teaching support materials?
14. What kind of materials are those? Give at least three examples.
15. Are they able to use those materials?
16. Are the districts monitoring and providing support to the schools in the implementation process? If yes, how?
17. Are schools experiencing any problems in their implementation of isiZulu? If yes, what kind of problems are those?

18. What kinds of problems are experienced by those schools where the learner's first language is either English or Afrikaans?
19. Were schools given any guidelines of the teaching of isiZulu, either as first or second additional language?
20. Are those guidelines the same for all public schools in KZN?
21. Do you think that the content of the isiZulu learning programme is useful in such a way that even non-mother-tongue speakers of isiZulu will exit Grade 10 being able to converse in isiZulu with confidence?