NON-COMPLIANCE OF GREATER TZANEEN LOCAL MUNICIPALITY WITH CONSTITUTIONAL LANGUAGE STIPULATIONS: THE CASE OF LANGUAGE POLICY

by

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DECLARATION

"I, MARY KOKETSO PHOSHOKO, declare that the dissertation entitled "*Non-compliance of Greater Tzaneen Local Municipality with constitutional Language stipulations: the case of Language Policy*" hereby submitted to the University of Limpopo for the degree of Master of Arts in Translation Studies and Linguistics has not previously been submitted by me for a degree at this or any other university; that it is my work in design and execution and all material contained herein has been dully acknowledge by means of complete references.

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Ms M.K. PHOSHOKO   Date

ACKNOWLEDGEMENTS

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CHAPTER 1
INTRODUCTION AND BACKGROUND

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1.1 INTRODUCTION

An empirical visit to the Greater Tzaneen Local Municipality area indicated that there is no language policy. Local people are struggling to understand their water and electricity bills. These people are not aware of their language rights and the need for a language policy that includes their home languages. These language rights and language policies are stipulated in the National Language Policy, section 6 of Chapter 2 of the Constitution of the Republic of South Africa and the Use of the Official Languages Act 12 of 2012. This motivated me to provide guidelines for the development of a language policy when realising that the municipality does not have one.

South Africa is a multi-cultural society that has some unique linguistic and language-related problems. After the first democratic elections in 1994, arguments about language policy have taken an exciting and unexpected turn (Mesthrie, 2002). The constitution recognises 11 official languages, namely, English, Afrikaans, Sepedi, Setswana, Sesotho, Tshivenda, Xitsonga, Siswati, isiXhosa, isiNdebele, IsiZulu and sign language. These languages provoked unanswered questions for the years ahead. However, language policy aims to address language problems that may arise. According to Cooper (1989), language policy is language planning, usually by a government or government agency, concerning the choice of national or official languages, ways of spreading the use of a language, spelling reforms, the addition of new words to a language, and other language problems.

Arzoz (2007:23) postulates that language policy is what the government does either officially through legislation, court decisions or policy to determine how languages are used to cultivate language skills needed to meet national priorities or to establish the

rights of individuals or groups to use and maintain languages. Shohamy (2006:10) emphasises that language policy plays an important role in the municipality; as a result, both provincial and local government must facilitate the use of African languages in all provinces. The municipality must make sure that it has an appropriate language policy to make communication effective between the municipality and its residents. This is also supported by the Constitution section 6(3) (b) which points out that municipalities must consider the language usage and preferences of their residents.

The language policy for each province in South Africa is consistent with the national language policy of 11 official languages, where any one of the official languages is given priority according to the language demographics of each province (Rabapane, 2010:3). Furthermore, he points out that each province seeks to ensure that services are equally distributed among all the ethnic groups and that the inclusion of the previously disadvantaged language groups to communicate in their home language is realised. As far as the Greater Tzaneen Local Municipality is concerned, this seems to be mere theory, as African languages (Sepedi and Xitsonga) that are dominant in the district are hardly used in written communication.

I as the researcher, realise that while municipalities may theoretically have language policies (documents) that promote equality of languages, in line with the Constitution (Constitution of South Africa 1996 Act 12 of 2012), preliminary evidence in municipal documents, council meetings, and other critical documents. In addition, general business communication in the everyday process of executing service delivery practice shows that the equality of languages and their recognition disappear. Although historically language policies are used most often to promote one official language at the expense of others, most municipalities now have policies designed to protect and promote regional and ethnic languages whose viability is threatened (Arzoz, 2007:13). The Greater Tzaneen Local Municipality does not seem to have one.

1.2 RESEARCH PROBLEM

Language plays a fundamental role, and it is important to design policies and strategies to ensure that language is a facilitator rather than an obstacle in addressing the problems encountered. Therefore, language planning must be directed at creating equitable conditions for speakers of all official languages used in a municipality to prevent the use of any language for the purposes of exploitation, domination and discrimination. In the Greater Tzaneen Local Municipality, the problem is that the municipality does not have a language policy document that guides the municipality on which language(s) should be used for communication purposes within the municipality and between the municipality and its residents.

According to the National Language Policy Framework (2003:12), local governments must determine the language use and preferences of their communities within an enabling Provincial Language Policy Framework. Upon determination of the language use and preference of communities, local governments must, in broad consultation with their communities, develop, publicise and implement a multilingual policy.

1.3 LITERATURE REVIEW

1.3.1 Language Policy

According to Richards (1986:203) language policy is language planning, usually by a government or government agencies, concerning the choice of national or official languages, ways of spreading the use of a language, spelling reforms, the addition of new words to the language, and other language problems. Language is commonly viewed by policymakers as a closed and finite system as it is often used as a symbolic tool for the manipulation of political, social, educational, and economic agendas, especially in the context of political entities such as the nation-state Cooper (1989).

Shohamy (2006) elaborates those language policies are mostly manifestations of intentions while less attention is given to the implementation of the policy in practice.

The presence of language policy does not necessarily mean that language policy will turn into practice. There are occasions where the use of a language opposes the declared policies.

According to Cooper (1989) language policy is a systematic, rational, theory-based effort at a societal level to solve language problems with the view to increase welfare. It can be used to solve language problems within the community. Therefore, Greater Tzaneen Local Municipality needs to formulate a proper and implementable language policy for the purposes of promoting multilingualism as well as solving issues relating to language within the municipality.

Webb (2002:39) points out that language policy is based on 'theories' about two constituent factors, namely language, and policy and interrelation between language and public life. There are several features which need to be considered, the nature of the linguistic system and language knowledge (grammatical, functional and sociolinguistic competence), as well as the need to look at the way in which language is used in the communication process in addition to its role as an instrument for the transfer of information.

1.3.2 Municipal Language Policy

Municipalities are compelled by the Constitution and the Municipal Systems (Act no 32 of 2000) to consider the language usage and preferences of their residents when communicating, including the special needs of people who cannot read or write. Section 6 (3) (b) of the Constitution, determines that municipalities should consider the language usage and preferences of their residents. This means that municipal accounts must be rendered in the recipient's choice of language. Greater Tzaneen Local Municipality, mostly, uses English as the medium of internal and external communication whereas the majority of the municipal residents are Northern Sotho and Xitsonga speakers. Section 6(4) highlights that all official languages must enjoy parity of esteem and must be treated equitably. Therefore, the municipality should involve the community in

matters of language-related issues as lucid communication can make the difference between understanding or not.

1.3.3 Types of Language policies

1.3.3.1 Status planning

Cooper (1989:32) states that status planning focuses on the allocation of a given function to language or language varieties. Cooper (1989:99) further refers to status planning as a deliberate effort to influence the allocation of functions among a community's language. On the other hand, Kloss (1968) states that it is described as those efforts directed towards the allocation of functions of language literacy in each community. This means that status planning is aimed at allocating the functions of a language in a particular community.

In the Greater Tzaneen Local Municipality, languages are not allocated functions equally. English is the language that is used mostly in their oral and written communication while other official languages of the municipality are used less often. Bamgbose (1991:109) agrees with Cooper and Kloss (1968) who state that status planning involves decisions on the role of a language in a country at any level or allocation of language functions. Thus, language is developed or given a status based on how it is used among other languages.

1.3.3.2   Corpus planning

Bamgbose (1991:110) maintains that corpus planning involves activities that relate to the steps taken to ensure that language itself is modified to conform to the demand made by its functions. Moreover, Ricento (2006:32) refers to corpus planning as those efforts related to the adequacy of the form or structure of language or literacies. In corpus planning, steps must be taken for a language to be able to perform its function.

Those steps include the extension of language vocabulary and the adaptation of language structure. The above assertions infer that corpus planning goes through certain steps to make sure that the language is improved. This implies that for a language to be up to standard it must go through the above stages.

1.3.3.3   Acquisition planning

Cooper (1989:33) describes acquisition planning as a process that focuses on activities of language learning and teaching. Ricento (2006:32) refers to acquisition planning as efforts to influence the allocation of users or the distribution of languages, by means of creating or improving opportunity or incentives to learn them. In acquisition planning, a person must acquire a language, and for one to acquire a language, one needs to be taught and must learn that language. Cooper (1989) shares the same views with Schmidt (2006) when stating that a language can be acquired through learning and teaching. This implies that the acquisition of a language can be achieved through learning and teaching as well as improving the learning materials.

1.4   LANGUAGE POLICY FORMULATION

Language policy formulation includes who does what for whom and how. Language policy formulation is done by authorised bodies such as language practitioners and it can be done for national, regional, provincial and for people in local government. Its formulation should also be systematic, at a societal and national level. For one to formulate a proper and implementable language policy, there is information that one should gather before deciding on the official languages of a municipality. For one to formulate a language policy, a sociolinguistic survey of the municipality must be done. According to Bamgbose (1991:121), sociolinguistic surveys are designed to provide information on the language situation in each country. The current study attempted to provide information on the language situation of the Greater Tzaneen Local Municipality.

1.5 THE ROLE OF THEORY IN THE STUDY

This study was grounded in the Ethnolinguistic Vitality Theory. The Ethnolinguistic Vitality Theory refers to a group likely to behave as a distinctive and active collective entity in intergroup situations (Giles, Bourhis, & Taylor, 1977). The theory of ethnolinguistic vitality and its relevance to status, demography and institutional support are discussed below.

Ethnolinguistic vitality is controlled by demography, language status and institutional support in society (Akande, 2010:70). Therefore, an ethnolinguistic group or a community with high ethnolinguistic vitality will remain conserved and conversely, the one with low ethnolinguistic vitality will be reinstated by those of high demography (Rudwick, 2004). Ethnolinguistic vitality is suitable for this study because it is a very good instrument to assess the vitality of a language in terms of strength or weakness. However, those languages with low vitality have little chance to be used in formal situations. Those languages of high vitality retain a high status to be used for the official communication environment.

1.6 RESEARCH QUESTIONS

The following research questions guided the study:

- How does the **GTLM comply** with the **constitutional language policy** in in the Tzaneen Municipality?
- How can the **equitable use** of the GTLM languages **be promoted**?
- What **guidelines can be proposed to facilitate the development** of a language policy?

1.7 PURPOSE OF THE STUDY

The aims and objectives are discussed next.

1.7.1 Aim

The aim of the study is to investigate the non-compliance of the Greater Tzaneen Local Municipality with constitutional language stipulation: the case of language policy.

1.7.2 Objectives

The objectives are to:

- investigate the non-compliance of GTLM with constitutional language stipulation;
- promote the equitable use of the GTLM languages; and
- provide guidelines towards the development of a language policy framework.

1.8 RESEARCH METHODOLOGY

The qualitative research methodology was used to explore the relations among the data. McMillan and Schumacher (1997:391) define qualitative research as a naturalistic inquiry, the use of non-interfering data collection strategies to discover the natural flow of events and processes and how participants interpret them. The above view is supported by Bogdan (1982:29) who explains that qualitative research has the natural setting as the direct source of data and the researcher is the key instrument. Qualitative research deals with understanding the process and the social and cultural contexts which underlie various behavioural patterns and is mostly concerned with exploring the why questions of research (Maree, 2011:51). The chosen methodology suits this study as it provides views from residents about the effect of language policy absence in the Greater Tzaneen Municipality.

1.8.1 Research design

The study was a case study and was mainly descriptive. Zonabend (1992) states that a case study is carried out by giving special attention to completeness in observation, reconstruction, and analysis of the cases under study. A case study is done in such way that it incorporates the views of the actors in the case under study. Burns (2000) and Yin (1994) agree that each case must be selected so that it either produces contrary results for the predictable reasons or produces similar results. Greater Tzaneen Local Municipality served as the case study for the proposed research.

1.8.2 Population and sampling

The total population of GTLM is 390, 095 (http://www.tzaneen.gov.za). Brynard and Hanekom (2011) define a population as a group in the universe that possesses specific characteristics. The word population in this study refers to the total number of people who will participate in the study, which is approximately 10 percent of the municipal population (Bertram & Christiansen, 2014).

McMillan and Schumacher (1997:164) define sampling as a process of selecting subjects from a larger group of people from whom data is collected. In this research, purposive and random sampling were used. Purposive sampling was used incorporating specific people within the population, for example, the Mayor from Greater Tzaneen Local Municipality, Municipal Manager and the Speaker of the Municipality. Moreover, random sampling was used to include any beneficiary in the municipality.

According to Webster (1985), **a sample** is a finite part of a statistical population whose properties are studied to gain information about the whole. A total of 40 people in the Greater Tzaneen Local Municipality participated in the study.

As already indicated above, the sample of this study embraced GTLM employees, ward committees, as well as documents. The choice of the sample of this study was influenced by how Bless et al. (2006) describe a good sample. They indicate that the characteristics of a good sample should be threefold:

- A well-defined population;
- Adequately chosen;
- An estimate of the representative of the whole population.

The sample consisted of a total of (40) informants distributed as follows:

- Fifteen (16) Residents (4 from each of the language spoken groups will be interviewed, both gender; 2 females and 2 males);
- Five (5) members of the ward committee will be interviewed;
- Fourteen (14) municipal employees will be interviewed; and
- The Mayor from Greater Tzaneen Local Municipality (1), Municipal Manager (1), Speaker of the Municipality (1) and two (2) Councillors will be interviewed.

The choice of the sample is determined by the age, gender and by the fact that some participants are the employees of Greater Tzaneen Local Municipality; secondly, they interacted with every end-user of the services the municipality offers and had direct contact with communities. Lastly, it is also drawn from a government official and non-official documents used for disseminating the information.

1.8.3 Data collection

Data collection is a process of gathering and measuring information on targeted variables in an established systematic fashion, which then enables one to answer relevant questions and evaluate outcomes (Cresswell, 2009:56).

Documents analysis was used as the first method of data collection. According to Bowen (2009:27) document analysis is a systematic procedure of reviewing or evaluating a document both printed and electronic. In this study, documents that were used are public notices, advertisements, memoranda, letters, reports, application forms, and financial documents.

Interviews were used as the second instrument for collecting data. Interviews refer to a dialogue situation, a give-and-take situation between researchers and participants, and much detail can be obtained through interviews, as the participants are allowed to talk until, they exhaust a particular topic (Forcece & Richer, 1973:169). A tape recorder was used to record the interviews, and important notes were written as above.

1.8.4 Data analysis

Data analysis is a process whereby raw data collected through interviews from various stakeholders and document analysis, are converted into useful information, which will assist the researcher in drawing conclusions or making inferences. According to Patton (2002), analysis of any kind of data refers to its systematic examination to determine its parts, the relationship among the parts, and their relationship with the whole.

The qualitative data from interviews were transcribed and data collected through document analysis were analysed, compared and interpreted through Thematic Content Analysis (TCA) and the theory-guided analysis. Theory-guided analysis assisted in comparing and complementing the primary data collected within the research project with the secondary data from documents (Kohlbacher, 2006). Thematic content analysis was used to sub-categorise data. The data were classified into themes that emerged during analysis (Collis and Hussey, 2003).

1.9 QUALITY CRITERIA

Quality criteria are discussed next.

1.9.1 Credibility

Hollaway and Wheeler (2002) define credibility as the confidence that can be placed in the truth of the research findings. To ensure credibility in this study, I followed two techniques stated by Guba and Lincoln (1989) as quoted by Bitsch (2015). The techniques that are meant to ensure credibility are: a prolonged engagement and persistent observation. Prolonged engagement as technique explores whether the researcher has spent enough time on the research domain and whether the findings represent the experience of the participants and members of the municipality.

1.9.2 Transferability

Transferability refers to the degree in which the results of qualitative research can be transferred to the other contexts with other participants (Bitsch, 2005). It requires the researcher to provide detailed descriptions of the context in which the data were collected, about the researcher as a person, and about the relationship with the participants.

1.9.3 Dependability

Similar findings should be produced if another researcher undertakes the same study. Dependability is defined by Bitsch (2005) as the stability of findings over time. Dependability demands that the researcher thoroughly describes and precisely follows a clear and thoughtful research strategy. Tobin and Begley (2004) add that dependability involves participants evaluating the findings and the interpretation and

recommendations of the study to make sure that they are all supported by the data received from the informants of the study.

1.9.4 Confirmability

The findings should be the product of the participants' responses and not the researchers' biases, motivations, interests or perspectives. Confirmability refers to the degree to which the results of an inquiry could be confirmed or corroborated by other researchers (Baxter & Eyles, 1997). The researcher is also expected to present a critical evaluation of the methodology used.

1.10 SIGNIFICANCE OF THE STUDY

This research is of great importance as it highlights the need to formulate an effective language policy for the Greater Tzaneen Local Municipality to ensure that every citizen acquires the relevant information in the language of their choice. The study may also be of great use to other researchers and scholars who are interested in matters of language policy. The study also addresses language injustices and imbalances within the GTLM through providing guidelines for designing a language policy that includes languages of the local people.

1.11 ETHICAL CONSIDERATIONS

Bryman and Bell (2007) recognise the following as the most important principles linked to ethical considerations in the study: research participants should not be subjected to

harm whatsoever, and respect for the dignity of research participants should be prioritised. The following ethical considerations were considered in this study: informed consent, permission to conduct the study, confidentiality and anonymity as well as aftercare of participants.

1.10.1 Permission to conduct the study

Even though this study forms part of the studies conducted before and falls within this institution, the researcher sought official permission from the relevant university research committee before the study was conducted.

1.10.2 Informed consent

Before conducting the interviews, the participants were informed about the nature of this study to bring to their attention that their participation is voluntary. Furthermore, serious care was taken to make it a point that all participants fully understand what they will be involved in when recruited to form part of the study and how they were going to contribute. This helped the participants to relate well with the study and help them to make informed decisions as to whether to participate. Participants were given research questions during the interviews.

1.11 3 Anonymity and confidentiality

Confidentiality of participants was achieved by omitting the personal details including the names and surnames of the participants during the interview and the focus groups. I addressed this aspect by obtaining a letter of consent firstly from the authorities. I would also enter into verbal agreement with other participants, that is, ward councilors, in

terms of protecting their identity. Furthermore, I undertook to protect the identities of the participants and to handle all the data records with the highest confidentiality they deserve.

1.11.4 After-care of the participants

I also ensured that the participants were not vulnerable to any harm, either physically or psychologically. Participants were unlikely to succumb to any emotional stress, as the aftermath of their participation in this proposed study would be referred to professionals such as a psychologists and social workers for counselling.

1.11.5 Privacy and respect

I upheld respect in terms of rights, dignity, courtesy and privacy. The participants participated voluntarily, and they could withdraw their participation without giving any reason at any time. There were no consequences for their withdrawal. In terms of privacy, their identity was not disclosed before or after the project.

1.11.6 Respect and dignity

I as the researcher respected the participants in terms of rights, dignity, courtesy and privacy. The participants participated voluntarily, and they could withdraw their participation without giving any reason at any time. There were no consequences for their withdrawal. Human dignity is of paramount importance and it should be respected,

therefore, I attempted to protect the personal integrity of all participants. Individual rights and freedom were preserved and protected as well as privacy and family life.

1.12 CONCLUSION

This chapter covered the introduction to the study and shared the problem statement and aims of the study. The most prominent theory acting as theoretical lens was also briefly introduced. Furthermore, the research questions guiding the study were stated and objectives shared. Ethical considerations were outlined. The next chapter deals with the literature review.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

The previous chapter dealt with the introduction to the study. This chapter presents an overview of the literature with specific reference to non-compliance of language policy. Different definitions and types of language policies are discussed to provide deeper understanding of a language policy. The chapter further discusses language policy formulation and a language policy implementation plan. Multilingualism in South Africa and multilingualism in Local Government as well as reasons for the failure of language policy are delineated. The idea was to understand the context within which language usage functions.

Greater Tzaneen Local Municipality is situated in the Mopani District Municipality of Limpopo Province, South Africa. It is bordered by Greater Letaba to the north, Lepelle-Nkumpi to the south, Ba-Phalaborwa and Maruleng to the east, and Polokwane to the west. It is one of the five municipalities in the Mopani district. The total population of the Greater Tzaneen Local Municipality is 416146 (Statistics South Africa, 2016). It contains 125 rural villages, with almost 80% of households residing in these villages. It is characterised by extensive and intensive farming activities and considerable untapped tourism potential in the form of scenic landscapes comprising spectacular mountains, rivers and lakes. Four languages are recognised by the GTLM for official communication, namely; Sepedi (46.2%), Xitsonga (40.9%), English (6%) and Afrikaans (2.6%).

2.2 Language

It may seem scholarly unprofessional detailing and illustrating the factors that influence language policy and planning without examining what language is. For this reason, I examined the concepts of language. Language, in terms of South Africa's Constitution (1996), is a basic human right, and multilingualism is regarded as a national resource. Languages can also be regarded as a non-instinctive system of communication which employs arbitrary and conventional symbols that are in accordance with the basic set of rules that are used for human communication. This is what Banda (2009) has in mind when he says: "Language is the representation of the world. Metaphorically, it is the carbon copy of the world made specifically for communication."

Although language is sometimes overlooked, language used within a nation is the single most important factor determining opportunities to access external economic services and public health and education services (Tage 2010: 1). Unless the government is consistent in its language practices and beliefs, and in dealing with contextual forces that come into play, the policy that is codified in the Constitution and legislation is likely to be ineffectively implemented (Shohamy, 2006: 53). Increased access through written and spoken communication in the African languages can contribute positively to better democratic practice and participation (Ridge, 2004:205).

Tewar (2002:1) emphasises the importance of language as follows:

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

Language is commonly viewed by policymakers as a closed and finite system as it is often used as a symbolic tool for the manipulation of political, social, educational and economic agendas, especially in the context of political entities such as the nation-state. It is an asset and a primary instrument of human communication. It gives a sense of

identity to an individual as well as a social group. However, language can also become a problem and a barrier to communication, which necessitates planning (Cooper, 1989).

2.3 Language Policy

According to Cooper (1989) language Policy is a systematic, rational, theory-based effort at a societal level to solve language problems with the view to increase welfare. It can be used to solve language problems within the community. It is imperative for the Greater Tzaneen Local Municipality to formulate a proper and implementable language policy for the purposes of promoting multilingualism as well as solving issues relating to language within the municipality.

Richards (1986:203) adds that the planning is usually done by a government or government agencies, concerning the choice of national or official languages, ways of spreading the use of a language, spelling reforms, the addition of new words to the language, and other language problems. Language policy is what Government does either officially through legislation, court decisions or policy to determine how languages are used, to cultivate language skills needed to meet national priorities or to establish the rights of individuals or groups to use and maintain languages (Arzoz, 2007:23).

Shohamy (2006) elaborates that those language policies are mostly manifestations of intentions while less attention is given to the implementation of the policy in practice. The presence of language policy does not necessarily mean that language policy will turn into practice. There are occasions where the use of a language opposes the declared policies.

Schmidt (2006:97) maintains that language policy, "involves the development of public policies that aim to use the authority of the state to affect various aspects of the status and the use of languages by people under the state's jurisdiction."

 Ricento (2006:11) claims that language policy is, "not just an exercise in philosophical inquiry", but that it is "interested in addressing the social problems which involve language to one degree or another and in proposing realistic remedies." He goes on to

say that "language policies are made, or are implicitly acknowledged and practiced, in all societal domains."

Ridge (2004:211) defines language policy as, "a branch of linguistic communication." He asserts that it embraces the transformation of the linguistic environment and resources used by citizens to communicate effectively. He further states that language policy is of relevance to the community and society where the language in question is used and it involves a formal document that is officially accepted.

Language policy is based on theories about two constituent factors, namely language, and policy and interrelation between language and public life (Webb, 2002:39). There are several features which need to be considered, such features comprise the nature of the linguistic system and language knowledge (grammatical, functional and sociolinguistic competence), as well as the need to look at the way in which language is used in the communication process in addition to its role as an instrument for the transfer of information.

The purpose of language policy is to solve language problems and language-related problems. This is supported by Rubin (1984) in Cooper (1989:30) who supports this view when they argue that language policy focuses on problem-solving and is characterised by the formulation and evaluation of alternatives for solving language problems to find the best (or optimal, most efficient) decision. Grin (1996: 31) also agrees with Rubin when he states that language policy is a systematic, rational, theory-based effort at societal level to solve language problems with the view to increase welfare.

According to Wallace and Wray (2010), language policy, embraces a statement involving many languages spoken in the area and states the way they must be maintained. They further state that language policy, "creates a legal framework for all languages to be fundamentally equal, even if their complexity was differently expressed." All languages are fit for their communicative purposes, and all humans

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possess the capacity to learn language, whether through observable aspects of behaviour or through a genetic blueprint (Wallace & Wray, 2010).

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

Language policy plays a vital role in society by providing guidelines to the people as to how to speak, pronounce, read, and write their languages. In most cases, it is formulated to solve language problems and language related problems. Therefore, Greater Tzaneen Local Municipality needs to formulate a proper and implementable language policy for the purpose of promoting multilingualism as well as solve their issues relating to language within the municipality.

2.4 National Language Policy Framework (2013)

The National Language Policy Framework was developed by the current government to reverse the language policies of the colonial and Apartheid regimes which gave only English and Afrikaans official status. It is also a strategy that promotes multilingualism. The Policy Framework not only initiates a new approach to multilingualism in South Africa, but strongly encourages the utilisation of the indigenous languages as official languages to foster and promote national unity. It considers the broad acceptance of linguistic diversity, social justice, the principle of equal access to public services and programmes, together with the respect for language rights.

The establishment of language units in each national government department and in each province impacts the scope of the activities of the National Language Service (NLS). The NLS is required to coordinate the management of policy implementation by

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facilitating training for language unit staff in language planning activities and supporting the work programmes of these units. The NLS is responsible for coordinating the development of training programmes for translators, editors and interpreters, and establishing operational guidelines on the quality issue.

2.5 Limpopo Provincial Language Policy (2008)

The Provincial Language Policy has been established with the intention to guide all government structures and institutions on how to become a fully-fledged multilingual province, while at the same time ensuring that people receive services they deserve in the language of their choice. The fact that most languages are only spoken, but not officially recognised, and spoken by very small groups of people, reflects the imbalance of power in the global linguistic marketplace. Campaigns for official status and other forms of legislation supporting minority languages often feature prominently in language politics.

2.6 Municipal Language Policy

The Constitution of the Republic of South Africa (Act 108 of 1996) gives everyone the right to use their official language or language of their choice and those choices made should be practicably possible. It further says that the municipality must consider the use of languages and the language preferred for their community members. Moreover, Government must ensure that those previously marginalised indigenous languages must be promoted by a given status and usage. This can be achieved by the national and provincial governments using at least two official languages, of which the second should the indigenous language.

Municipalities are joined by the Constitution and the Municipal Systems (Act no 32 of 2000) to consider the language usage and preferences of their residents when communicating, including the special needs of people who cannot read or write. Section 6 (3) (b) of the Constitution, determines that municipalities should consider the language

usage and preferences of their residents. This means that municipal accounts should be rendered in the recipient's choice of language. Greater Tzaneen Local Municipality, mostly, uses English as the medium of internal and external communication whereas the majority of the municipal residents are Northern Sotho and Xitsonga speakers. Section 6(4) highlights that all official languages must enjoy parity of esteem and must be treated equitably. Therefore, the municipality should involve the community in matters of language-related issues.

The Act of Section 6(4) also states that in communication to the local community in the local newspaper or newspapers of the area covered by the municipality, in a newspaper or newspapers circulating in the area, or in radio broadcasts covering the area of the municipality, the notification must be in the official languages determined by the Council, with due regard for language preferences and usage within the area (Municipal Systems Act of 2000).

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

Shohamy (2006:10) emphasises that language policy plays an important role in the municipality; as a result, both provincial and local government must facilitate the use of African languages in all provinces. The municipality must make sure that it has an appropriate language policy to ensure effective communication between the municipality and its residents. Most local municipalities have a language policy designed to favour or discourage the use of a language or set of languages. Although, historically, language

policies are used most often to promote one official language at the expense of others, most municipalities now have policies designed to protect and promote regional and ethnic languages whose viability is threatened (Arzoz, 2007:13). Unfortunately, the GTLM does not have a compliant language policy.

The language policy takes cognisance of the constitutional provisions on multilingualism and is in agreement with Government's goals for economic, socio-political and educational growth. Its aims are to:

- promote the equitable use of the 11 official languages;
- facilitate equitable access to government services, knowledge and information;
- ensure redress for the previously marginalised official indigenous languages;
- initiate and sustain a vibrant discourse on multilingualism with all language communities;
- encourage the learning of other official indigenous languages to promote national unity, and linguistic and cultural diversity; and
- promote good language management for efficient public service administration to meet client expectations and needs.

Language plays a fundamental role in each of these domains, and it is essential to design policies and strategies to ensure that language is a facilitator rather than an obstacle in addressing the problems encountered. Language planning must therefore be directed at creating equitable conditions for speakers of all official languages used in the Municipality.

2.7 Types of Language policies

Kloss (1969) highlights two types of language policies, namely status planning and corpus planning. Cooper (1989:31) introduces the third type of language policy which is acquisition planning as he highlights that language policy-making involves the decisions concerning the teaching and use of language, and their careful formulation by those empowered to do so, for the guidance of others.

2.7.1 Status planning

Cooper (1989:32) states that status planning focuses on the allocation of a given function to language or language varieties. Cooper (1989:99) further refers to status planning as a deliberate effort to influence the allocation of functions among a community's language. Furthermore, Kloss (1968) stipulates that it is described as those efforts directed towards the allocation of functions of language literacy in a given community. This means that status planning is aimed at allocating the functions of a language in a particular community.

In the GTLM, languages are not allocated functions equally. English is the language that is used mostly in their oral and written communication while other official languages of the municipality are used less often. Bamgbose (1991:109) agrees with Kloss (1969) who argues that status planning involves decisions on the role of a language in a country at any level or allocation of language functions. Thus, language is developed or given status based on how it is used among other languages.

2.7.2 Corpus planning

Bamgbose (1991:110) maintains that corpus planning involves activities that relate to the steps taken to ensure that language itself is modified to conform to the demand made by its functions. Moreover, Ricento (2006:32) refers to corpus planning as those efforts related to the adequacy of the form or structure of language or literacies.

In corpus planning, appropriate steps must be taken in order for a language to be able to perform its functions such as devising a writing system for a spoken language, initiating spelling reforms, coining new terms and publishing grammar books. The steps include the extension of language vocabulary and the change of a language structure.

The above assertions infer that corpus planning goes through certain steps to make sure that the language is improved. This implies that for a language to be granted its rightful status it must go through the above stages.

2.7.3 Acquisition planning

According to Cooper (1989:33) acquisition planning is a process that focuses on activities of language learning and teaching. Moreover, Ricento (2006:32) emphasises acquisition planning as efforts to influence the allocation of users or the distribution of languages, by means of creating or improving opportunity or incentives to learn them. In acquisition planning, a person must acquire a language, and for one to acquire a language, one needs to be taught and learn that language. A language can be acquired through learning and teaching. This implies that the acquisition of a language can be achieved through teaching and learning as well as improving the learning materials.

2.8 Multilingualism in local government

Webb (2002:31) defines multilingualism as, "a knowledge of more than two languages in the case of an individual, and, societally, it refers to the presence of more than two languages; a particular attitude to public life, related to the political philosophy of pluralism." This means that multilingualism is when an individual or community can communicate using more than two languages.

Mwaniki (2012:55) highlights that multilingualism has an important role to play in almost all the public sectors and its mandate areas in South Africa. He further asserts that multilingualism is crucial in-service delivery, since citizens continue to demand responsibility from their governments. Multilingualism is important to service delivery in several ways. The link between multilingualism and public sector mandates areas are presented and explained in the following arguments:

- Firstly, multilingualism should serve as a tool of communication with respect to the services and the standard expected from the public sector to the citizens.

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Citizens should be informed on how and when services will be rendered to them. Mwaniki (2012) agrees with Shah and Islam (2005) when she says that in the process of communicating service expectations and demands to the citizens, multilingualism cannot be challenged;

- Secondly, multilingualism further plays an important role in sending feedback to the citizens about service delivery. When public services are provided to the citizens with the language that they understand and can relate to, it is going to be easy for them to give feedback on the services, whether they are good services or need to be improved. This means that if Government communicates with the public with the languages that they understand, it will be easy for them to deliver their services. When a person can communicate in two languages then the person is bilingual and when one can communicate in more than two languages then that person is multilingual. Therefore, people should be encouraged to learn other official languages within the municipality for them to be multilingual;

- Lastly, multilingualism facilitates equitable access to services and information and participation by all communities in local government processes. It is intended that the language policy will help to support, develop and sustain multilingual programmes by the municipality with its communities. The policy also aims to protect language diversity and promote respect for multilingualism and unity.

2.9 Language Policy Formulation

Language policy formulation includes who does what for whom and how (Cooper, 1989). Alexander (1997) emphasises that Language policy formulation is done by authorised bodies such as language practitioners and it can be done for national, regional, provincial and for people in local government. Its formulation should also be systematic, at a societal and national level. For one to formulate a proper and implementable language policy, there is information that one should gather before

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deciding on the official languages of a municipality (Kamwangamalu, 1998). This means that a sociolinguistic survey of the municipality must be done.

According to Bamgbose (1991:121), sociolinguistic surveys are designed to provide information on the language situation in each country. The current study attempted to provide information on the language situation of the Greater Tzaneen Local Municipality.

2.9.1 Structures responsible for formulating a language policy

There are different structures that are responsible to formulate the language policy. These structures are government, government-authorised agencies, or other authorised bodies or individuals who are trusted to have the ability to produce a good policy (Alexander, 1999). Moreover, Grin (2003:31) postulates that, "language policy is conducted by official bodies or their surrogates..." and Weinstein (1980:55) further stipulates that language policy formulation should be done by government authorities. Government can be influential in the process of language policy formulation. It can either formulate a language policy or authorised agencies or language practitioners to formulate a language policy. This means that Government is responsible for the formulation of language policy. Grin (2003) and Weinstein (1980) argue that language policy formulation is an activity done by Government.

Moreover, the Pan South African Language Board was identified as the structure responsible for the use of languages, in terms of the Constitution of South Africa, (Act 108 of 1996) and Legislation (Pan South African Language Board Act 59 of 1995), PanSALB is the unit and legislative body tasked with promoting and creating conditions for the development of all the official languages. Section 6 (5) (i) of the Constitution outlines that Pan South African Languages Board is responsible for the use and usage of languages in the country. PanSALB proposed the South African Languages Bill which is responsible for the use of languages in South Africa.

According to Koenig (2007:197-198), the Bill (2011) takes into consideration the constitutional provision to promote the equal use of the eleven (11) official languages as well as previously disadvantaged languages while promoting equal access to government services. The Bill also applies to all government structures (at all levels of government) and also inspires and supports private enterprises to develop and implement their own language policies in accordance with the national language policy implementation plan (2003:15).

According to the Implementation Plan: National Language Policy Framework (IPNLPF), (2003:13) PanSALB is considered as a partner of the Department of Art and Culture in language matters. Therefore, it plays an important role in the development and promotion of the 11 official languages of South Africa, as well as the Khoi and San Languages and South African sign language. The activities relating to the creation of new language structures and mechanisms were carried out in close cooperation with PanSALB.

The following are structures that will be helpful in the development of the indigenous languages:

- **The role of Provincial Language Committees (PLCs)**
  PLCs must work closely with provinces on language matters affecting their specific provinces. They work on and guide on issues relating to the promotion of multilingualism, language policy legislation, including the language policy, practices and legislation of the province and of the local authorities in that province. They also provide guidance on language in education, translation, interpreting, development and promotion of literature and previously marginalised languages, language rights and mediation, lexicography and terminology development, research and projects;
- **The role of National Language Bodies (NLBs)**
  NLBs do not only consist of members who are first language speakers of a language but have specialist knowledge as they are to advise PanSALB on issues relating to Standardisation, Lexicography, Terminology and Literature.

They are the authority in terms of approving lexicography and language standards; and

- **The role of National Lexicography Units (NLUs)**
  NLUs are responsible for the development of dictionaries in all official languages. They work together with the Terminology Coordination Section of the NLS. They are closely aligned with the Terminology Coordination Section of the NLS. Lines of reporting in terms of their production with the NLBs should be clearly indicated as guidelines in their operations.

2.10   Sign Language and Braille

South African Sign Language (SASL) is the primary language used by the Deaf community in South Africa. SASL was formally recognised in 1995 and is in the process of being codified. It is promoted as the language of various South African Deaf communities, although the Deaf in South Africa do not necessarily form a single group. According to Braille (1829), braille is a system of printing and writing for the blind created in 1824 by Louis Braille (1809-1852). Braille is a tactile writing system used by the blind and the visually impaired. It is traditionally written with embossed paper. Braille-users can read computer screens and other electronic supports.

Braille is named after its creator, Frenchman Louis Braille, who went blind following a childhood accident. Braille developed his code for the French alphabet as an improvement on night writing. He published his system, which subsequently included musical notation, in 1829. The second revision, published in 1837, was the first digital (binary) form of writing. Braille characters are small rectangle blocks called cells that contain tiny palpable bumps called raised dots. The number and arrangement of these dots distinguish one character from another. Braille cells are not the only thing to appear in embossed text. They may be embossed illustration and graphs, with the lines, either solid or made of series of dots arrows, and bullets that are larger than braille dots. It is traditionally written using embossed paper.

The absence of braille holds information for blind people. They do not get all the information which is distributed by the GTLM. If there was a language unit, it would cater for them too. Wherever communities of deaf people exist, sign language develops. The GTLM also caters for blind and deaf. If there are people like this and there is no braille, it means that their equitable access for services in the municipality is not met. When there are functions, there should also be sign language interpreters.

Sign language is a language which uses manual communication and body language to convey meaning as opposed to acoustically conveyed sound patterns. This can involve simultaneously combining hand shapes, orientation and movement of the hands, arms and facial expression to fluidly express a speaker's thoughts. Sign languages show the same linguistic properties and use the same language faculty as spoken languages do. They are as rich and complex as any spoken language, despite the common misconception that they are not "real languages."

Like spoken languages, sign languages are organised elementary, meaningless units, phonemes and they are called "cheremes" in case of sign language. Both sign and spoken languages share the following common features that linguists have found in all-natural human languages; mode of communication, semantics, pragmatic function, interchangeability, cultural transmission, arbitrariness, discreteness, displacement, and productivity.

2.11 Language Unit and its function

Language Unit refers to government agencies in departments and provinces meant to deal with specific language issues of that department or province arising from the National Language Policy and to liaise with other departments on language matters (National Policy Framework, 2003). The Greater Tzaneen Local Municipality needs to

formulate a language Unit that will be responsible for all the language problems and language-related problems within the municipality.

A language unit must be established to oversee and manage translation, editing and interpreting services with a view to the envisaged increase in the demand for these services and also for terminology development in the indigenous languages. The Language Unit is required to:

- hire qualified linguists to advise the on the development, adoption and implementation of the Language Policy;
- monitor and assess the use of official languages within the municipality; intra and interdepartmental oral communication; intra and interdepartmental written communication; oral communication with the public; written communication with the public; and International communication where applicable;
- conduct language surveys and audits relevant to its sphere of activity with a view to assess the appropriateness of existing language policy and practice, and to make recommendations for the improvement of such policy and practice;
- promote parity of esteem and equitable treatment of official languages of the Republic and facilitate equitable access to services and information; and
- perform any language related functions that the Minister of Arts and Culture may prescribed.

2.12 Language Policy Implementation

According to Bamgbose (1991) the next step after policy formulation is policy implementation. The language policy guidelines for South Africa have been disseminated, but the implementation of those policies has become a challenge. The implementation is wide. It ranges from actual language working to production of material and training of personnel. Where the language is to be employed for a new function such as medium of instruction or language for debates in parliament, there are steps

that should be taken. However, Kaschula (2004) argues that the challenges of language policy implementation in South Africa still have a long way to go to be accomplished.

Wa Thiong'o (1986) believes that any language has a double character as it is both a means of communication and a carrier of culture. With the language they use people are able to identify with their cultural nature. He further argues that as a means of communication it involves the language of real life, speech and written signs. And as a carrier of culture, it involves culture as a product of the history. Therefore, people have the rights to use their own languages.

However, Fishman (1968); Janssens, Lambert and Steyaert (2004) view the issue of language policy differently from Wa Thiong'o (1986). In their study on the implementation of a language policy, they argue that the use of multiple languages as official languages is not possible. They proposed the use of only one language as this makes for ease of communication globally. Examples of these are English, French and German. Murwamphida (2008:9) raised that during the Apartheid regime, the dual language system of English and Afrikaans as the only official languages was the deep-rooted cause of discrimination and sadness among Africans. Therefore, the use of only one language can result in violent behaviour. The Soweto Uprising in 1976 June 16 was an outcome of the implementation of Afrikaans only as a medium of communication where a thousand people died.

An implementation plan provides a detailed plan that explains how the plan is going to be carried out. It states clearly "who" should do "what" for "whom", "when" and "how" (Cooper, 1989:31). It also suggests a specific period for starting the process, and for evaluating and monitoring the implementation progress. Furthermore, it outlines financial or budgetary information in order to predict the amount and type of resources required to complete the project. An implementation plan is guided by aims, goals and objectives presented in the language policy. They help the implementers on the progress of the implementation process and also to check on what has been

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established. An implementation plan should provide the establishment of language units for the development of languages. This also includes the development and establishment of braille and sign language facilitators, trainers, translators and interpreters (National Language Policy Framework, 2003:18). The Greater Tzaneen Local Municipality does not have a compliance Language policy. As a result, the implementation plan will be impossible to establish.

2.13   Problems associated with language policies in South Africa

Bamgbose (1991:111) points out that language policies in African countries are characterised by a number of problems. The problems are; avoidance, vagueness, arbitrariness, fluctuation and declaration without implementation.

Avoidance of policy formation is the technique that the government uses to free themselves from unpleasant political consequences of any pronouncement which some section of the community may find objectionable (Bamgbose, 1991). The government may feel that the language matters are not urgent. Most governments in South Africa use the same strategy; they avoid formulating language policy.

The second problem as identified by Bamgbose (1991) is **vagueness**. If the language policy contains more general terms, it becomes impossible to implement that language policy. It can be interpreted in a flexible manner. Most government language policies are not implemented as it is impossible for them because the terms that are used are ambiguous.

The other problem that has been highlighted is **arbitrariness**. The arbitrariness of policy decisions may be measured by the interval between the time the idea is conceived and the decision itself (Bamgbose 1991). Arbitrariness of policy formulation occurs when a policy decision is taken without previous enquiry as to whether it is feasibility or reference to those who are in a position to advise on the matter. Greater Tzaneen Local Municipality avoided formulating a functional language policy that will help in solving the language and language-related matters within the municipality.

Bamgbose (1991:111) highlights that a declaration without implementation occurs when language planners declare an official policy and the policy does not have an implementation plan or does not have implementation recommendations. Declaration of a language policy without implementation is associated with implementation failures. He further states that declaration without implementation can take three forms:

Firstly, a policy may be declared which in the circumstances cannot be implemented, and policymakers are aware of this. In this case, policymakers provide plans which can never be achieved. Bamgbose (1991:116) provides an example which suits this form of declaration: a proposal to teach French in primary schools when there are not enough teachers of French in secondary schools. In this study, schools in Greater Tzaneen Local Municipality, may teach languages such as IsiZulu so that multilingualism can be encouraged within the municipality. The Greater Tzaneen Local Municipality uses English as their medium of communication within the municipality whereas most of the residents speak Sepedi and Xitsonga.

Secondly, a policy may be declared, and escape clauses may be built into the policy, thus effectively giving an alibi for non-implementation. When a policy has an escape clause it might fail to fulfil its intentions or aims. Thirdly, a policy may be declared but implementation procedures may be left unspecified with the results that a policy remains only on paper. Therefore, a policy with escape clauses and unspecified implementation procedures is useless in that it cannot fulfil its intentions.

2.14   CONCLUSION

The Constitution of the Republic of South Africa (1996) stipulates that all official languages in the country must enjoy the purity of esteem. This means that all these languages must have an equal status, but as seen in the discussion, some languages such as Afrikaans and English are more used in official circle than most of the local

languages. In case of Greater Tzaneen Local Municipality, where Xitsonga and Sepedi are the dominant languages, these languages are not used in official contexts. However, this study has recommended that African languages be used equitably, primarily because these are the languages that people use for communication. The discussion in the current chapter provides the background to the understanding of the language policy and implementation. Language policies worldwide have been good in terms of drafting; the challenge seems to be in the language implementation phase. To respond to this challenge, language planning research in South Africa needs to develop ways to implement the set policies. The next chapter will deal with research methodology.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter presents the research methodology. It is about the collection of data using different designs and methods in order to answer the research question. The research methods and research design that were used are discussed in this chapter. Target group and sampling are also clarified.

3.2 RESEARCH METHODOLOGY

The qualitative research methodology was used to explore the relations among the data. McMillan and Schumacher (1997:391) define qualitative research as a naturalistic inquiry, the use of non-interfering data collection strategies to discover the natural flow of events and processes and how participants interpret them.

The above view is supported by Bogdan (1982:29) who explains that qualitative research has the natural setting as the direct source of data and the researcher is the key instrument. Qualitative research deals with understanding the process and the social and cultural contexts which underlie various behavioural patterns and is mostly concerned with exploring the why questions of research (Maree, 2011:51). The chosen methodology suits this study as it provides views from residents about the non-compliance of language policy in the Greater Tzaneen Local Municipality.

3.3 RESEARCH DESIGN

The study conducted here is a case study, which will be mainly descriptive. Zonabend (1992) states that a case study is carried out by giving special attention to completeness

in observation, reconstruction, and analysis of the cases under study. A case study is done in a way that incorporates the views of the actors in the case under study. Burns (2000) and Yin (1994) agree that each case must be selected so that it either produces contrary results for the predictable reasons or produces similar results. Greater Tzaneen Local Municipality served as the case study for the proposed research.

3.4 POPULATION AND SAMPLING

The total population of the GTLM comprises 390, 095 (http://www.tzaneen.gov.za). Brynard and Hanekom (2011) define a population as a group in the universe that possesses specific characteristics. The word population in this study refers to the total number of people who participated in the study, who are approximately 10% of the municipal population (Bertram & Christiansen, 2014). McMillan and Schumacher (1997:164) define sampling as a process of selecting subjects from a larger group of people from whom data are collected. In this research, purposive and random sampling were used. Purposive sampling was used on specific people within the population, for example, the Mayor from Greater Tzaneen Local Municipality, Municipal Manager and the Speaker of the Municipality. Moreover, random sampling was used to include any beneficiary in the municipality.

According to Webster (1985), a sample is a finite part of a statistical population whose properties are studied to gain information about the whole. A total of 40 people in the Greater Tzaneen Local Municipality participated in the study.

As already indicated above, the sample of this study incorporated GTLM employees, ward committees, as well as documents. The choice of the sample of this study was influenced by how Bless et al (2006) describe a good sample. They indicate that the characteristics of a good sample should be threefold:
- A well-defined population;
- Adequately chosen;
- An estimate of the representative of the whole population.

The sample consisted of a total of (40) informants distributed as follows:

- Fifteen (16) Residents (4 from each of the language spoken groups will be interviewed, both gender; 2 females and 2 males – code names R1-R16;
- Five (5) members of the ward committee will be interviewed – code names WC1-WC5;
- Fourteen (14) municipal employees will be interviewed – code names ME1-ME14; and
- The Mayor from Greater Tzaneen Local Municipality (1)(M), Municipal Manager (1) (MM), Speaker of the Municipality (1) (SM) and two (2) Councillors will be interviewed (C1 and C2).

The choice of the sample was determined by the age, gender and by the fact that some participants are employees of Greater Tzaneen Local Municipality; secondly, I interacted with every end-user of the services the municipality offers and had direct contact with communities. Lastly, it was also drawn from a government official and non-official documents used for disseminating the information.

3.5 DATA COLLECTION

Data collection is a process of gathering and measuring information on targeted variables in an established systematic fashion, which then enables one to answer relevant questions and evaluate outcomes (Cresswell, 2009:56). Document analysis was used as the first method of data collection. According to Bowen (2009:27) document analysis is a systematic procedure of reviewing or evaluating documents both printed and electronic. In this study, documents used were public notices, advertisements, memoranda, letters, reports, application forms, and financial documents.

Interviews were used as the second instrument for collecting data. Interviews refer to a dialogue situation, a give-and-take situation between researchers and participants, and much detail was obtained through interviews, as the participant was allowed to talk until,

they exhausted a particular topic (Forcece & Richer, 1973:169). Welman et al. (2005: 165) indicate that there are three main types of interviews in research, which are structured, semi-structured and unstructured interviews. A structured interview was used in the study. I reasoned that, in order to obtain as much informative responses as possible, the participants would be allowed to ask clarification seeking questions. The contents, guidelines, instructions and the procedures of the interview to be followed should be explained beforehand (Behr, 1988:151). I opted for a structured interview to obtain more information from the participant as there is no limit on how long the participant should respond to the questions and participants were given enough time to elaborate on their responses. A tape recorder was used to record the interviews, and, important notes were written as above.

3.6 DATA ANALYSIS

Data analysis is a process whereby raw data collected through interviews from various stakeholders and document analysis, are converted into useful information, which assisted me as the researcher in drawing conclusions or making inferences. According to Patton (2002), analysis of any kind of data refers to its systematic examination to determine its parts, the relationship among the parts, and their relationship to the whole.

The qualitative data from interviews were transcribed and data were collected through documents that were also analysed, compared and interpreted through Thematic Content Analysis (TCA) and theory-guided analysis. Theory-guided analysis assisted in comparing and complementing the primary data collected within the research project with the secondary data from documents (Kohlbacher, 2006). Thematic content analysis was used to sub-categorise data. The data were classified into themes that emerged during analysis (Collis & Hussey, 2003).

3.7 QUALITY CRITERIA

Quality criteria are explained next.

3.7.1 Credibility

Hollaway and Wheeler (2002) define credibility as the confidence that can be placed in the truth of the research findings. To ensure credibility in this study, the researcher followed two techniques stated by Guba and Lincoln (1989) as quoted by Bitsch (2015). The techniques that were meant to ensure credibility are: a prolonged engagement and persistent observation. Prolonged engagement is a technique used to enquire whether the researcher has spent enough time on the research domain and whether the findings represent the experience of the participants and members of the municipality.

3.7.2 Transferability

Transferability refers to the degree in which the results of qualitative research can be transferred to the other contexts with other participants (Bitsch, 2005). It required the researcher to provide detailed descriptions of the context in which the data were collected, about the researcher as a person, and about the relationship with the participants.

3.7.3 Dependability

Similar findings should be produced if another researcher undertakes the same study. Dependability is defined by Bitsch (2005) as the stability of findings over time. Dependability demanded that the researcher thoroughly describes and precisely follows a clear and thoughtful research strategy. Tobin and Begley (2004) add that dependability involves participants evaluating the findings and the interpretation and recommendations of the study to make sure that they are all supported by the data received from the informants of the study.

3.7.4 Confirmability

The findings should be the product of the participants' responses and not the researchers' biase, motivations, interests or perspectives. Confirmability refers to the degree to which the results of an inquiry could be confirmed or corroborated by other researchers (Baxter & Eyles, 1997). The researcher is also expected to present a critical evaluation of the methodology used.

3.8 CONCLUSION

This chapter described the choice of the research design used in this study and the procedures followed during the collection of data. The data collection was successfully done using documents analysis and interviews. The qualitative research method was used as it allows the participants to provide their opinions based on the questions. The participants were not asked to provide personal information. They were asked to complete a consent form before completing being interviewed. The next chapter shares the data analysis and findings of the study.

CHAPTER 4

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter focuses on the presentation, analysis and interpretation of data. The results from the responses of participants are presented narratively. Information gathered was categorised into two, that is A: Documents analysis (documents are public notices, advertisements, memoranda, letters, reports and application forms) and B: Interviews (Residents and municipal employees). Sixteen (16) residents (4 from each of the language spoken groups, both gender; 2 females and 2 males), five (5) members of the ward committee, fourteen (14) municipal employees, the Mayor from Greater Tzaneen Local Municipality (1), Municipal Manager (1), speaker of the Municipality (1) and two (2) Councillors, were interviewed.

I used Thematic Content analysis (TCA) (Babbie and Mouton, 2012; Neuwenhuis, 2007; De Vos et al, 2005) to analyse and describe the patterns that emerged. Through the TCA, the researcher compared various categories to establish patterns that were similar and merged them for interpretation. Themes that emerged are outlined and described below.

4.2 FINDINGS FROM DOCUMENT ANALYSIS

In this section, documents refer to the public notices, advertisements, memoranda, letters, reports, and application forms of the GTLM and the minutes of their meetings. The documents were analysed in order to check whether the approaches used to draft the Language Policy were in line with the requirements in the Constitution of the Republic of South Africa (Act 108 of 1996); and also to scrutinise the content of the policy compared to the theories of language policy formulation and of the Provincial and National Language Policies. Furthermore, the analysis was meant to inspect whether

there is parity shared by all official languages of the municipality in verbal and written communication. The following themes have emerged during data analysis.

Theme 1: Language Policy

Almost all the municipal beneficiaries (R1 – R15) interviewed agreed that the Greater Tzaneen Municipality does not have a language policy. But they were unsure because they did not understand what language policy was. I tried to define what language policy is, and the response remained the same. However, one participant (R16) knew what a language policy was and without hearing the definition, her response was:

"*I heard that it is available on the municipal website, but I have never seen it".*

There was one municipal employee (ME3) as well who highlighted that every language-related matter within the municipality is not well implemented. Moreover, there are languages selected to close the gap of miscommunication, but no one indicated that they followed that.

"You are not the first to enquire about our language policy, and the response is always the same. People are ignorant when it comes to languages because they don't see the importance thereof. That is why the language policy is not implemented."

Participant (M) said:

"People are just not motivated to stand up for their rights and to be served in their mother tongue. If nobody initiates a policy little change will be seen regarding this crucial matter."

Participant (SM) opined that:

"People are so struggling to earn a living that they do not realise that a language can make a financial difference in the end."

A language policy is a legislated document intended to address language matters and language-related matters. According to the Greater Tzaneen Local Municipality, "the purpose of this policy is to ensure that the employees are informed about the expected

conduct with regard to Communication within and outside Council." It guides the municipality into classifying the language/s to be used in verbal, oral and/or written communication.

The Greater Tzaneen Local Municipality has a written language policy. On the other hand, this policy is not exhaustive, and does not cover every conceivable situation that might arise. As a result, the policy reviews an implementation plan that is are needed so that it fits the requirements of the National Policy Framework and the municipal acts which support the redressing of previously marginalised official languages, like Sepedi and Xitsonga within the Greater Tzaneen Local Municipality.

Theme 2: Other languages that the residents and employees know

Most residents specified that the only language they know and understood well was Khelobedu, while other residents indicated that they knew two (2) or three (3) languages (English, Xitsonga and Khelobedu as a dialect). From the information given by the participants, it showed that most are multilingual. Therefore, it is important that the Greater Tzaneen Local Municipality amends its policy and writes documents in different municipal languages for effective communication and practice of taking into consideration a multilingual society.

Municipality must ensure that its employees speak the different official languages of the municipality all the time. The Constitution supports the above statement as it states that "municipalities must take into account the language usage and preferences of their residents." If the resident knows one official language of the municipality and the employee cannot speak that language, then the municipality will not be able to serve its residents. For instance, if a blind person visits the GTLM, their needs will not be met because there is no braille system. This applies to all the municipal documents which should be translated into other languages except for English and catering for the deaf people through sign language interpreters.
R7, ME10 and ME13:

"It is as if the disabled are not taken seriously and their rights are not always considered as crucial. Deaf and blind people can also make a difference in society."

WC5 opined that:
"How must blind people understand anything if braille is not used. These people must be accommodated."

MM and C1 said:

"The Municipality is responsible for service delivery which cannot happen if their employees do not avail themselves to speak all official languages or at least have staff who know certain languages spoken in that area."

Theme 3: Information Gap

The Greater Tzaneen Local Municipality has information for the public in the form of newsletters, speeches, public notices, and the Agenda for Council meetings; some accessed through the municipality website, whilst others were collected from the municipal offices. As a result, all members of the community must have equal opportunities to access resources distributed by the municipality. The documents are, however, written mainly in English rather than the language spoken by most of the people within the municipality and that language is Sepedi.

 In all the documents that I as the researcher studied, there was not a single document that was written in any language of the municipality other than English. Now the question is whether everyone is able to write, read and understand English, and who is entitled to information written in English? This interpretation leads to the identification of the information gap since the message which is exchanged could not reach the people it was intended for. This is also spotted in what an interviewer (WC1) said about the consequences of predominantly using English:

"The Council adopts English as its medium of conducting business and English, Afrikaans, Sepedi and Xitsonga as official languages of the municipality."

The consequence is two-fold, firstly, people sign some documents without understanding the contents of the documents because they are written in English. Secondly, some documents have terms which are not understandable and deeper explanation is required for those with a little command of English. This is also an information gap.

4.3 Findings from Interviews

Theme 1: Language as a means of communication

The Greater Tzaneen Local Municipality has events that promote social cohesion. Through these programmes, groups of community members are given a platform to participate in social issues that affect their daily lives. Some events are hosted within the municipal premises while others are done outdoors, depending on which village issues are being addressed. I asked which languages are being used and the responses were different. For internal events, the participants mostly mentioned that English, Xitsonga and Sepedi are used.

"I don't attend most of the events but few of the events I attended, 2 or 3 languages were used and that is Sepedi, English and Xitsonga" (ME9).

One employee (ME1) said that English is being used because it is a language as medium of communication. Sepedi is used for general workers for better understanding. For external events, it always depends on the location. For example, if an event is being hosted at Lenyenye, khelobedu as a dialect of Sepedi will be used.

C2 said:

"Although the Municipality attempts to cater for all language groups, it is difficult for employees to know all languages, but some put in an effort to call translator."

Theme 2: Parity of esteem

The findings revealed that, in Greater Tzaneen Local Municipality, there is no parity of esteem in terms of languages used for public service for effective service delivery. All participants attested to the parity of esteem in languages, though a few did so indirectly.

"I think so" (ME5).

"Depends" (ME2).

Few (R5 and WC3) mentioned that the parity of esteem within the municipality depends on who you communicate with. It is alleged that some people are just more comfortable in using their mother tongue, either residents or employees.

The Constitution in the Bill of Rights, Section 30, declares that everyone has the right to use the language of their choice, and this right is further emphasised in Section 31(a), which reiterates that no one should be denied this right. Evidence of the collected data shows that the Greater Tzaneen Local Municipality (whether consciously or subconsciously) disregards this right. The municipality, as the sphere of government, is expected not only to know, but also to adhere to the laws that govern the country as envisaged by the South African legislation. Apparently, the municipality is perceived as elevating the status of one language, English, at the expense of Indigenous languages spoken in the area.

Theme 3: Development on previously marginalised languages

Indigenous languages are being undermined and most people have negative attitudes towards people who use their languages in gatherings or events.

"No" (WC2).

"I don't know" (ME4).

"Sometimes we will discuss perceptions created when one communicates verbally in one of the indigenous languages in formal gatherings" (ME12).

Few ideally detailed that speaking in a mother tongue in a formal gathering renders one not considered as educated enough, or not knowing English, in terms of people's inflexible ideas. The attitudes created by some Greater Tzaneen Local Municipality officials and politicians make other officials think twice before communicating in their own languages, in which they are fluent. People still believe the myth that speaking in English symbolises intelligence or being more knowledgeable than those speaking in indigenous languages. Therefore, there is no evidence of development on previously marginalised languages.

"Indigenous languages are recognised" (ME14).

Although catering for them is not yet formalised, the employees and residents are encouraged to help each other where possible to fulfil the *Batho Pele* principles.

WC4 opined that:
It is time that we realized that English is not really our language. It is unfair to see it as of a higher status. Our indigenous languages are all important."

R9 said that:
Indigenous languages must be recognised and enjoy official status. They must be respected and so the people who speak the languages."

4.4 OVERVIEW OF RESEARCH FINDINGS

The results presented above show that the Greater Tzaneen Local Municipality need to reinforce their language policy and draft the implementation plan. Language policy promotes speakers of languages to respect one another and controls how people should use languages in institutions. It is essential for the language policy to be reviewed time and again because rules changes. Furthermore, all the documents in the municipality has to be translated into other official languages of the area it pertains to. Moreover, the blind and the deaf people also need to be catered for. It was revealed that there are no sign language interpreters and no person who is able to read braille.

4.5 CONCLUSION

This chapter has presented the data that were collected during this study. The interpretation of the data which was collected through two methods of data collection, namely, interviews and document analysis. The responses from participants as well as the information explored from several documents within the Greater Tzaneen Local Municipality all attest to the fact that there is a connection between public service delivery and language. The participants are all agreeable that the Greater Tzaneen Local Municipality does not have compliance language policy.

CHAPTER 5

SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This chapter serves as a summary of this study. Chapter 5 reviews all the chapters. Recommendations are made based on the findings of the study. The recommendations are meant to provide the GTLM with possible alternatives that may assist in developing a compliance language policy and implementation model.

5.2 Research design and method

The research design and method are shared next.

5.2.1 Research design

This is a qualitative method used to explore the relations among the data and attempts to change the behaviour of the study. The researcher used documents analysis (documents are public notices, advertisements, memoranda, letters, reports and application forms) and interviews which comprised of the (Residents and municipal employees); Sixteen (16) residents (4 from each of the language spoken groups, both gender; 2 females and 2 males), five (5) members of the ward committee, fourteen (14) municipal employees, the Mayor from Greater Tzaneen Local Municipality (1), Municipal Manager (1), speaker of the Municipality (1) and two (2) Councilors.

A qualitative research method according to Du Plooy (1995:33), is "analytic and interpretative. It attempts to examine phenomena in a holistic manner." Qualitative research deals with the quality. A qualitative research method was used to gain more understanding on the topic under study. This method was suitable for the study because it assisted the researcher to observe that there are language related problems in the Greater Tzaneen Local Municipality, therefore, the methodology employed assisted the researcher to produce the thick description of participants' feelings, opinions and experiences. An interpretivist research paradigm was used to observe participants in a

natural setting and to arrive at thick description. Additionally, the method allowed me as the researcher to interact with the participants directly.

5.3 SUMMARY AND INTERPRETATION OF RESEARCH FINDINGS

The followings bullets are a summary and interpretation of my research findings:

 It was evident that the GTLM did not use the four official languages of the municipality equally. English is given a high status, while Sepedi, Xitsonga, Afrikaans are given a low status;

 Furthermore, the GTLM did not acknowledge *Khelobedu* dialect, which is spoken by the majority of the residents of Greater Tzaneen Local Municipality;

 The GTLM did not have a language unit that is responsible for the management of languages within the municipality;

 Both the employees and residents of the GTLM were not aware of the language policy and also what it represented;

 The study further found that the Language Policy of GTLM did not have an implementation plan;

 The municipality declared a policy with the intention of not implementing it. This is supported by Bamgbose (1991:111) who highlights that language policies in African countries are characterised by one or more of the following problems: declaration without implementation;

 The GTLM has recognised four languages (Sepedi, Xitsonga, English and Afrikaans) as official languages of the municipality. However, the study found that English dominated the other three languages which were spoken by the majority of people within the municipality; and

 Furthermore, it was noted that the GTLM needed to formulate a proper and implementable language policy in order to promote multilingualism in the municipality and also take into account the language preference of their residents.

5.4. SUMMARY OF CHAPTERS

Chapter 1 served as the introduction and background to the study. It discusses aim, objectives, research questions and research methodology used in the study.

Chapter 2 focused on the literature review. Different opinions and theories from various scholars were presented to strengthen the arguments of this study and to explain the research problems identified. It helped the researcher to gain more understanding on the topic of research.

Chapter 3 provided a description of the research design and methodology. It consisted of the sampling procedure and data collection tools and further explained how data were collected.

Chapter 4 covered the presentation and interpretation of data. The presentation and interpretation of the data were based on the participants' responses to interview questions.
Chapter 5 presents the summary, recommendations and conclusion of the study.

5.5 RESEARCH QUESTIONS ANSWERED
5.6
The research questions are answered next.

   • How does the GTLM comply with the constitutional language policy in in the Tzaneen Municipality?
It was found that the Tzaneen Municipality lacked a coherent language policy that can guide the citizens on their rights and privileges of using their language. It came as a surprise that municipality did not prioritise language as a medium of communication and the importance of understanding messages. Citizens must be able to receive information via a mother tongue.

• How can the equitable use of the GTLM languages be promoted?

It is quite critical that good communication and recognition of language rights in accordance with stipulated national policies must be considered. Citizens have the right to communicate in their mother tongue. Sepedi and Xitsonga are the languages that are most used in this area and a new policy ion place can make all the difference between understanding or not understanding a message. Proper recognition of language rights can also up the morale of the citizens to feel more accepted and recognised to even make contributions to the sound management of the Municipality. Committees can sit together to form a quorum at a meeting to guide on the matter of policy establishment. This can lead to a better involvement of citizens.

• What guidelines can be proposed to facilitate the development of a language policy?

By studying the national PanSALB policy, municipal management can learn how to go about to improve the language situation by designing a policy for all accepted by all. Including all language groups will definitely build trust and will culminate in good communication that can influence equity.

5.6 RECOMMENDATIONS OF THE STUDY

The study recommends the following:

☐ The GTLM should acknowledge *Khelobedu* as dialects of Sepedi, because they are spoken by the majority of the people residing within the municipality;

☐ The GTLM should establish a language Unit that will be responsible for the management of languages within the municipality. This is supported by the Limpopo Language Policy Framework (2011:8) which states that; the departments and other public entities should establish language units. The language Unit is responsible for

monitoring oral and written communication, promoting multilingualism, translating documents and also providing interpreting services.

☐ The GTLM should make it a point that its employees and residents are aware of the language policy and what it represents;

☐ The GTLM should use the four languages recognised by the municipality equitably to avoid bias towards use of one language;

☐ The GTLM must not focus too much on using one language which is English at the expense of other languages whereas the municipality is regarded as multilingual;

☐ The GTLM must draft a proper language policy that is complete and contains all the sections that need to be included in a language policy;

☐ The GTLM must include a complete implementation plan in their policy which will indicate how the roles and responsibilities will be carried out; and

☐ In addition, it is recommended that a new appropriate model of the Language Policy of GTLM must be designed and implemented. This is because the current Language Policy was found to be ineffective and was not being implemented.

5.7   CONCLUDING REMARKS

This study was conducted in the Greater Tzaneen Local Municipality. There is still a need to conduct such types of studies in other municipalities in order to encourage these municipalities to have language policies that are in line with the Constitution of the Republic of South Africa Act 108 of 1996 and the Provincial and National Language Policy Framework in order to promote multilingualism within the municipalities.

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INTERNET SOURCE

http://www.greatertzaneen.gov.za (Access 20 June 2019)

APPENDIX A

INFORMATION LEAFLET AND INFORMED CONSENT

(Translation and Linguistics)

Research Title

Non-compliance of Greater Tzaneen Local Municipality with Constitutional Language stipulation: The case of Language Policy

Primary Investigator:	Ms. MK Phoshoko
	Department of Linguistics, Translation, and Interpreting
	University of Limpopo
Study Leader:	Dr KL Mphela
	Department of Linguistics, Translation, and Interpreting
	University of Limpopo

1. **Dear Research participant,**

You are invited to participate in a research study that forms part of my master's Study (MA) in Translation and Linguistics. This consent form will help you to decide if you would like to participate. Before you agree to take part, you should fully understand what is involved and completely satisfied with all aspects of the study.

2. **What is the study all about?**

The study is about non-compliance with the Greater Tzaneen Local Municipality with constitutional language stipulation: the case of language policy. There is generally a concern within the municipality about English being mostly used other than other municipal languages. As a result, many people are unable to access municipal services and programmes. The reason for conducting this research is based on the researcher's observation. The perception is that, African languages

Sepedi and Xitsonga included are economically meaningless since there is no language policy.

3. What will you be required to do in the study?

If you decide to take part in the study, you will be required to do the following:
- To sign an informed consent form;
- To participate in interviews. These will take place at the respondents' respective companies unless the researcher is not given permission to conduct on a particular day at the work premises. And if that is the case, the researcher will find a centralised venue where questionnaires answering will take place.

4. What are your rights as a participant in the study?

Your participation in this study is entirely voluntary and anonymous. You have the right to withdraw at any stage without any penalty. Your withdrawal will, in no way, influence your continued care and relationship with the research team. Note that you are not waiving any legal claims or rights because of your participation in this research study.

5. Who can you contact for additional information regarding the study?

The primary investigator, Ms. MK Phoshoko, can be contacted on her cellphone at 072 545 420 or email at nkurisotry@gmail.com.

The study leader, Dr. KL Mphela, can be contacted during office hours at Tel (015 268 3797) or on his cellphone at 082 087 0639 as well as by email at kgabo.mphela@ul.ac.za.

6. Declaration: conflict of interest

There is no conflict of interest.

7. A final word

Your co-operation and participation in the study will be greatly appreciated. Please sign the informed consent below if you agree to participate in the study.

Consent

I, hereby, confirm that I have been adequately informed by the researcher about the nature, conduct, benefits, and risks of the study. I have also received, read and

understood the written information above. I am aware that the results of the study will be anonymously processed into a research report and that my participation is voluntary. As a result, I may without any prejudice withdraw my consent and participation in the study. I had enough opportunity to ask questions and of my own free will declare myself prepared to participate in the study.

Research participant's name:_____

Research participant 'signature: _____

Date: _____Researcher's name: _____

_____

Researcher's signature: _____

Date: _____

APPENDIX B: (Interview questions)

1. What is your home language?
2. Which other languages do you speak?
3. Do you receive municipal pamphlets and notices?
4. If yes, which languages are they written in?
5. During Municipal events, which language is used as an official to address the beneficiaries?
6. Is there parity of esteem in all languages of the municipality?
7. Is there any development of previously marginalised languages in the municipality?

Dr C.G.A. SMITH

PhD (English)

Language practitioner: editing and proofreading
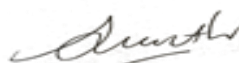
Cell: 0727661428

This is to certify that the language of the following document has been edited:

NON-COMPLIANCE OF GREATER TZANEEN LOCAL MUNICIPALITY WITH CONSTITUTIONAL LANGUAGE STIPULATIONS: THE CASE OF LANGUAGE POLICY

Author: by

PHOSHOKO MARY KOKETSO

Date of this statement: 9 March 2021

Smithcga