

**REVIEW OF LANGUAGE POLICY OF THE BLOUBERG
MUNICIPALITY: A SUMMATIVE EVALUATION**

by

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DECLARATION

I, the undersigned, Matome Abigail Kgatla, declare that the mini-dissertation submitted to the University of Limpopo for the degree of Master of Arts in Translations Studies and Linguistics entitled **Review of Language Policy for the Blouberg Municipality: A Summative Evaluation** is my own work. I further declare that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references and that this work has not been submitted before for any other degree at any other institution.

.....

Date.....

M.A Kgatla (MS)

DEDICATION

I dedicate this achievement to my family, friends and my supervisor.

Lastly, but not least, this work is also dedicated to my dear mother.

ACKNOWLEDGEMENTS

I thank the Almighty God for His grace and for keeping me strong, persistent and focused towards the completion of this study.

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ABSTRACT

The present study reviews the Blouberg Municipality's Language Policy and its implementation plan. It investigates if there is equal parity shared by all the official languages of the municipality and evaluates whether the Language Policy of the Blouberg Municipality has provision for the establishment of a language unit, and monitoring and assessment structures. The study also evaluates the implementation progress of the Language Policy of the Blouberg Municipality.

The study evaluates the language policy against South Africa's legislative and policy frameworks and theories of language policies. Qualitative research method was used to collect data. Open-ended and close-ended questions, tape recorders and notes-taking systems were used in the process of data collection. The study found out that the content of the policy was incomplete because proper legislative frameworks and guidelines of policy formulation were not followed when the policy was designed. The residents of the municipal area were not consulted when decisions about the language policy were made.

It was also found that the policy had a one page incomplete implementation plan because people who formulated the Language Policy had no intension of implementing it. As a result, it did not specify the roles and responsibility, evaluation and monitory periods and budgetary information. Thus, it was declared without implementation.

It was further noted that, even though the municipality recognises five languages (Sepedi, Xitsonga, Tshivenda, English and Afrikaans) as the official languages of the municipality, these languages are not used equitably. English dominated the other four languages in written and spoken communications. The dominance of English was encouraged by some sections in the Language Policy of the Blouberg Municipality.

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CHAPTER ONE: BACKGROUND AND ORIENTATION OF THE STUDY

1.1 Introduction

This chapter introduces the study to the reader. The background to the problem and research problems encountered in the language policy of Blouberg Municipality were discussed. This study provided examples of those problems in Blouberg municipality, supported by different opinions and theories relating to the topic which were presented in the literature review to support the arguments of this study. The study outlined the purpose of the study as well as the aims and objective. Furthermore, the study outlined research questions, followed by research methodology wherein research design, sampling of the population, data collection and data analysis were discussed.

1.2 Background

Blouberg Municipality was established in Blouberg in 2000 after the amalgamation of the Northern District Council and Bochum or My Darling Transitional Local Council (TLC). It is a third sphere of government established in terms of the following: Section 151 of the Constitution of the Republic of South Africa, 1996 Chapter 2, Section 12 of the Municipal Structures Act, 1998, and Northern Province Government Gazette Extraordinary General Notice, October 2000. Blouberg Municipality has 139 settlements with a population estimated at 161 322 inhabitants, Whereby Senwabarwana and Alldays considered as semi-urban areas. The Municipality is expected to increase after the formalisation of the incorporation of Tolwe and Vivo within the jurisdiction of the municipality. Tolwe lies just off the R561 road that branches off the N11 south of the boarder which South Africa shares with Botswana. The little town is easily described as 'in the middle of nowhere', and its nearest towns are Letswatla and My Darling. Vivo is situated along the road between Polokwane and Musina; the towns located closest to it are Alldays and Louis Trichardt. The main economic activities in the area are farming and conservation (<http://www.blouberg.gov.za/index.php?page=backgroundhistory>).

Blouberg Municipality is a mountainous area located within the Capricorn District in Limpopo Province. It covers an area of approximately 5054 square kilometres. It is situated at the far northern part of the Capricorn District Municipality approximately 95 km from Polokwane, the Capital City of Limpopo Province. It is a municipality that covers a wide geographic area right up to the Botswana Border. It is a small municipality with wide range of developments and economic growth potential. It is characterised as a rural area. The inhabitants of the Blouberg Municipality are mostly the Bahananwa people, Batlokwa people, and a small portion of Vha-Venda, Afrikaans and English speaking people in the rural farms (www.ldrt.gov.za/LPFDB/authorities-capricorn.html).

Five languages are spoken in the municipality by different numbers of speakers as first languages and second languages. These languages are Sepedi (which have dialects such as Sehananwa and Setlokwa), Tshivenda, Xitsonga, English and Afrikaans. According to Grin (1996:31), language planning is a “systematic, rational, theory-based effort at the societal level to solve language problems with a view to increasing welfare. It is typically conducted by the official bodies or their surrogates and aimed at part or all of the population living under its jurisdiction”. Language policy is “what a government does either officially through legislation, court decisions or policy to determine how languages are used, cultivate language skills needed to meet national priorities or to establish the rights of individuals or groups to use and maintain languages” (Made, 2010:12).

Language policy is done logically and in manner that is acceptable to society to solve language problems with the aim of uniting society through the use of their languages. It can be done by those who are authorised to do so for the community or may be conducted by the officials to point out how languages should be used in order to meet its requirements so that people can have the rights to use that language.

Authors in the previous paragraph imply that language policy is done by authorised bodies with the aim of controlling the usage of languages within the community.

In the Longman Dictionary of Contemporary English (2003), the term review refers to a “careful examination of a situation or a process. It can also be done on a policy”. In the context of this study, the term review is used to refer to careful examination of the use of the municipal languages, implementation and language policy as a whole. Bhola (1990:16) defines summative evaluation as “a method of judging the worth of a programme at the end of the programme activities”. Summative evaluation sums things up. It comes at the end of a literacy programme or at the end of a curriculum development phase within the program. In the context of this study summative evaluation will refer to the judgement of the usefulness of the municipal language policy and its implementation. Therefore, summative evaluation will be used to judge the municipal language policy and its implementation.

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 of the Republic of South Africa Act 108 of 1996 section 6(3) (b) which points out that municipalities must take into account the language usage and preferences of their residents.

1.3 Research problems

There are a number of problems encountered in the language policy of Blouberg Municipality. The main problem is that the municipality has a draft language policy which is not implemented. In the year 2011, the Blouberg Municipality did not have a working and approved language policy. According to the implementation plan of 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. Based on the Blouberg

Municipality's language policy, it is not clear to whether they are following what is contained in their language policy because their language policy is not approved.

The Blouberg Municipality uses English as their medium of communication. Its publications and minutes are also written in English. However, according to their census statistics 2001, English is only spoken by 2% of the population and most of the population in the municipality speaks Sehananwa and Setlokwa as the dialects of Sepedi. The Blouberg Municipality does not have a language unit which is responsible for the management of all languages used within the municipality.

Bamgbose (1991:111) points out that the language policies in African countries are characterised by one or more of the following problems: avoidance, vagueness, arbitrariness, fluctuation, and declaration without implementation. He further states that a policy may be declared but implementation procedures may be left unspecified which results in policy existing only on paper. In this study, the Blouberg Municipality has declared a policy without an implementation plan which categorises the language functions.

1.4 Purpose of the study

1.4.1 Aim of the study

The aim of the study is to make a summative evaluation of the language policy of Blouberg Municipality and to suggest an appropriate model for the municipality.

1.4.2. Objectives

The Objectives of the study are as follows:

- To propose a model for drafting the language policy implementation plan.
- To investigate if there is parity in the use of the languages of the municipality.

- To assess the level of understanding of other languages spoken within the municipality.
- To evaluate reasons for the non-implementation of the language policy.

1.5 Research questions

In order for the aim to be achieved, the following research questions were asked:

- Which model is most appropriate for drafting a language policy implementation plan for the municipality?
- Is there parity of esteem in all languages of the municipality?
- How well do the municipal residents understand other languages that are spoken in the municipality?
- Why is the Blouberg Municipality does not implementing its language policy?

1.6 Research methodology

Kothari (2004:8) defines research methodology “as a way to systematically solve research problems. Research methodology studies various steps that are generally adopted by a researcher in studying his research problem along with the logic behind them”. Research methodology has been used to solve research problem in order to achieve certain goals. In this study, qualitative research method was used to gather information from participants. In order to achieve the aim and objectives and to address research problems of this study, the study used interviews and questionnaires.

1.6.1 Qualitative research method

According to Rossman and Rallis (1998:85), qualitative research method is a method that takes place in a natural setting and it further goes to the site (home/office) of the participants to conduct research. Qualitative researchers get answers to their questions from what they see, hear, and read from people and places and from events and activities.

The advantages of the qualitative research method are as follows:

- “Qualitative research seeks to study the meaning of people’s lives under real world conditions” (Yin, 2011:7).
- “Qualitative research contributes insights into existing or emerging concepts that may help to explain human social behaviour” (Yin, 2011:7- 8).

- Interview

According to Kobus (2012:79), interview is a two-way conversation in which the interviewer asks participants the questions to collect data and to learn about ideas, beliefs, views, opinions and behaviour of the participants. The aim of qualitative interview is to see the world through the eyes of the participant. The interview can be a valuable source of information, provided the method is used correctly.

The advantages of interviews are as follows:

- “Interviews enable participants to talk about their own experience in their own words, and allow them to elaborate on any areas of particular interest or importance” (Gratton & Jones, 2004:121).
- “Interviews allow one to investigate target groups that may be less able to complete survey (such as the less well educated, or older or younger)” (Gratton & Jones, 2004:121).

* Questionnaire

According to Gillham (2007:302), questionnaires are just one of a range of ways of getting information from people (or answers to our research questions), usually by posing direct or indirect questions.

The advantages of questionnaires are as follows:

- “Questionnaires are economical, in the sense that they can supply a considerable amount of research data for a relatively low cost in terms of material, money or time” (Martyn, 2007:169).
- “Questionnaires are easier to arrange, for example, personal interviews. There is no need to “arrange” it at all, in fact, since the questionnaire may be simply sent sought to improve the response rate by contacting respondents before they send a questionnaire to them. This contact can be by phone, emails or letters” (Martyn, 2007:169).

The Qualitative research method was used in this study because it enabled the researcher to gather information and interpret the data collected from different participants.

1.6.2 Research design

Van Rooyen (2005:52) defines research design as "the plan according to which we obtain research participants and collect information from them". It consists of ways in which information regarding the research problems will be collected, and the manner in which participants will be obtained. This study used different types of sampling to obtain participants and also used different data collection methods and tools to obtain data from participants.

1.6.3 Sampling

Bless and Higson-Smith(1995:85) state that sampling refers to the technical accounting device to rationalise the collection of information, to choose an appropriate way the restricted set of objects, people, events, and so forth from which the actual information will be drawn. In this research, both probability and non-probability samples were used.

In probability sampling, any member of the population has a chance to be selected for sampling. Random sampling will be used for residents.

Non-probability sampling is a sampling method in which respondents are not selected haphazardly. In non-probability sampling, certain members might not have a chance to participate in the sample. Availability is a type of non-probability sampling. Availability sampling was used on members of the ward committee, municipal employees, the Mayor from Blouberg Municipality, Municipal Manager, Speaker of the Municipality as well as the Ward Councillors of the municipality because they were selected based on their availability.

The sample consisted of a total of forty-eight (48) informants distributed as follows:

- a) Twenty five(25) Residents (five from each of the five main language groups: Sepedi, Tshivenda, Xitsonga, English and Afrikaans)
- b) Five (5) members of the ward committee.
- c) Ten (10) municipal employees.
- d) The Mayor from Blouberg Municipality, Municipal Manager, Speaker of the Municipality, five (5) Councillors.

1.6.4 Data collection methods

The study used the following methods to collect data:

- **Primary research method**

Interviews and questionnaires were used to collect data. An interview guide was also used to guide the researcher not lose control and to start asking questions not relevant to the research topic. However, additional questions relevant to the research topic were asked. Note-taking and a tape recorder were the tools used to collect data during

interviews. Books, articles, internet services, municipal notices, Blouberg municipality's language policy, information from other scholars and dissertations were used for literature.

- **Textual analysis**

McKee (2003:1) explains textual analysis as a data gathering process by which researchers gather information about how other human beings make sense of the world. Textual analysis involves analysis of a text wherein the researcher examines the text in order to find out its main interpretation. Textual analysis was used to examine written documents of the municipality as well as questionnaires.

1.6.5 Data Analysis

In this study the data were generated from individual interviews, questionnaires, observations, note-taking and tape recording as well as documents from the municipality. The researcher acquainted herself with the data in order for her to get to know it better. This was done through carefully reading of data and writing down results as they came. The quality of the data was also checked.

- **Textual analysis**

McKee (2003:1) explains textual analysis as a data gathering process by which researchers gather information about how other human beings make sense of the world. Textual analysis involves analysis of a text wherein the researcher examines the text in order to find out its main interpretation. Textual analysis was used to examine written documents of the municipality as well as the Language Policy of Blouberg Municipality. Data from a tape recorder, questionnaires and interviews was interpreted through qualitative and quantitative methods. Qualitative analysis was done in the form of narration and quantitative was through Statistical Package for Social Sciences (SPSS).

1.6.6. Reliability, validity and objectivity

The researcher ensured reliability by making sure that:

- i. Instructions were clear and unambiguous,
- ii. The language used in interviews and questionnaires was easily understandable as well as,
- iii. Motivating the respondents to be honest by stressing the importance and benefits of answering the questions to the best of their ability.

The researcher was as objective as possible. Interviews and questionnaires were used to collect data. Textual analysis was also used on different documents that were mentioned in data collection. Note-taking and tape recording were used to collect data during interviews.

1.6.7 Bias

Members of the municipality may provide biased information in order to protect the municipality from being exposed because of its incompetency. In order to avoid bias, all the municipal documents and information from the participants were collected and assessed.

1.6.8 Ethical considerations

The researcher ensured that the participants were not harmed physically and emotionally by minimising the questions that may prove to be sensitive. The researcher ensured confidentiality to the interviewees' information and applied the non-judgemental

principle. The respondents were informed about the goals, advantages and disadvantages of the study.

1.6.9 Significance of the study

The study will help the municipality to understand the importance of implementing the language policy. The research is of great importance as it highlights the need to formulate an effective language policy for the Blouberg Municipality in order 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.

1.6.10 Summary of the chapter

This chapter introduced the research topic and background and orientation of the study by discussing the problem statement, aims and objectives of the study. The research methodology was outlined specifying how the study was conducted and how the data were collected and interpreted.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter focuses on language policy in relation to local government. Different definitions and types of language policies are discussed to provide deeper understanding of a language policy. Constitutional and legislative imperatives are discussed. The chapter further discusses language policy formulation and language policy implementation plan. Multilingualism in South Africa and multilingualism in Local Government as well as reasons for the failure of language policy are interrogated in an attempt to understand the context within which language usage functions.

2.2 Definitions of Language policy

Das Gupta (1973:157) defines language policy “as a set of deliberate activities systematically designed to organise and develop the language resources of the community in an ordered schedule of time”. Another scholar, Bamgbose (1991:111) defines language policy “as a programme of action on the role or status of a language in a given community”. Based on the above definitions of language policy, it can be drawn that language policy is an instrument with which government can ensure more effective service delivery and can promote citizen participation in government matters. The aim of language policy is to make sure that language is not an obstacle in local government. If an effective language policy is developed for local government or municipalities, and this policy is correctly implemented in the right way, the lives of local communities and others should be improved. Das Gupta agrees with Bamgbose that language policy is an intentionally designed activity to ensure that the language resources in a community are developed in an organised manner. They all refer to language policy as an action specifically designed to ensure that the languages in a community are developed and are used correctly based on the need of the community.

The purpose of language policy is to solve language problems. This is supported by Rubin and Jenurd (1971b: xvi) in Cooper (1989:30) who support this view when they

explain 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 and Jenurd 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. Language policy can be used to solve language problems within the community. Therefore, in Blouberg Municipality they need to formulate a proper and implementable language policy for the purpose of promoting multilingualism as well as solving their issues relating to language within the municipality. The above definitions have similarities because they both refer to language policy as action designed to solve language problems within a community.

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 a number of 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 on the way in which language is used in the communication process in addition to its role as an instrument for the transfer of information.

2.3 Types of language policy

Kloss (1969) in Ricento (2006:32) states two types of language policy, 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.

2.3.1 Status planning

Cooper (1989:32) states that status planning focuses on “the allocation of given function to language or language varieties”. Cooper (1989:99) further refers to status planning as a “deliberate effort to influence allocation of functions among a community’s language”. On the other hand Kloss (1968) in Ricento (2006:32) states that status planning is described as “those efforts directed towards the allocation of functions of a language/ literacies in a given community”. This means that status planning is aimed at allocating the functions of a language in a particular community. In this study which is based on Blouberg Municipality, languages are not allocated functions equally. English is the only language that is used too often, in their oral and written communication in the municipality while other official languages of the municipality are used less often. Bamgbose (1991:109) agrees with Cooper and Kloss who state that, status planning involves “decisions on the role of a language in a country at any level” or “allocation of a language functions”. The above authors imply that a language is developed or given a status based on how it is used among other languages. In the case of this study, Blouberg Municipality gives English a high status than other official languages of the municipality.

Cooper (1989:32) describes language allocation as “authoritative decisions to maintain, extend, or restrict the range of uses (functional range) of language in a particular setting”. Allocation of function of a language determines whether a language should be used “as a national, official, regional or local language or be used as a medium of instruction in education or as a subject”, or “to replace language previously used as a medium of instruction”, (Bamgbose, 1991:109). This means that authorised agents are the ones that should allocate functions to a language to determine how a language should be used. A language can be allocated a function to perform as a national, provincial or local, language can be used for teaching at school or replace another language: that has been used before. The above definitions have similarities in that they all highlight that a language is allocated its function in order to perform a particular role at a certain place.

2.3.2 Corpus planning

Bamgbose (1991:110) maintains that corpus planning “involves activities which relate to the steps taken to ensure that language itself is modified to conform to the demand made by its functions, those steps are: expand vocabulary of a language, changes in the aspects of language structures, etc.” On the other hand Schmidt in 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 have to be taken in order for a language to be able to perform its function. Those 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 up to standard it has to go through the above stages.

According to Cooper (1989:31), corpus planning “includes activities such as coining new terms, reforming spelling and adopting new script”. He further refers to corpus planning as “the creation of new forms, the modification of old ones, or the selection from alternative forms in a spoken or written code”. In corpus planning, new terms have to be developed and some words have to be arranged in order and also materials have to be created and old ones have to be modified. Bamgbose (1991:110) also states that corpus planning involves plans for the production of language materials such as primers, dictionaries, grammar, supplementary readers, and translation and special manuals. Furthermore, in corpus planning language materials are produced. This includes materials such as production of dictionaries, grammar, et. This indicates that the purpose of corpus planning is to modify a language and develop certain language materials that will develop it better in a way that it will satisfy the language needs of the community.

2.3.3 Acquisition planning

Cooper (1989:33) describes acquisition planning as a process that focuses on “activities of language learning and teaching”. Schmidt in 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 incentive to learn them”. In acquisition planning, a person has to acquire a language, and for one to acquire a language, one needs to be taught and learn that language. Cooper (1989) shares the same views with Schmidt (2006) in that a language can be acquired through learning and teaching. This implies that acquisition of a language can be achieved through learning and teaching as well as improving the learning materials.

2.4 Constitution and legislative imperatives

The constitution and legislative imperatives play an important role in South African country as discussed.

2.4.1 The Constitution of the Republic of South Africa Act 108 of 1996

The Constitution of the Republic of South Africa Act 108 of 1996, section 6 states that South Africa has eleven (11) official languages. These languages are: Sepedi, Sesotho, Setswana, siSwati, Tshivenda, Xitsonga, English, Afrikaans, isiNdebele, isiXhosa and isiZulu. Therefore, South Africa is a multilingual country. Section 6(2) of the constitution requires mechanisms to be put in place to develop indigenous languages. Section 6 (3) (a) highlights that the national government and provincial government may use any particular languages for the purpose of the government, taking into account usage, practicality, expense, regional circumstances and the balance of the needs and preferences of the population as a whole or in the province concerned. In addition, the national government and each provincial government must use at least two languages. According to these sections, even though the official languages in the country are eleven, it is the duty of every government department to use at least two official

languages and one of those official languages used should be an indigenous language of the community in which that department is serving.

Section 6(3) (b) points out that municipalities must take into account the language usage and preferences of their residents. Blouberg Municipality uses English as their medium of internal and external communication whereas majority of the municipal residents are Sepedi speakers. The municipality has five official languages which are: Sepedi, Tshivenda, Xitsonga, English and Afrikaans. Section 6(4) highlights that all official languages must enjoy parity of esteem and must be treated equitably. This means that municipalities must use languages based on the languages that are used by their residents. Languages have to be used accordingly in the municipality. They have to be used and be treated equally. The Constitution of the Republic of South Africa Act 108 of 1996 intends to promote multilingualism and to develop official languages, as well as the South African sign language. Section 16 (1) (a) says everyone has the right to freedom of expression, which includes freedom of the press and other media.

Section 29(2) of the Constitution of the Republic of South Africa Act 108 of 1996 says that everyone has the right to receive education in the language of their choice. Section 30 says everyone has the right to use the language and to participate in the cultural life of their choice. Section 31(1) says Persons belonging to a cultural, religious or linguistic community may not be denied the right, with other members of that community; (a) to enjoy their culture, practice their religion and use their language. Section 32 (1) says everyone has the right of access to; (a) any information held by the state. Section 35 (1) (k) says everyone who is arrested for allegedly committing an offence has the right to be tried in a language that the accused person understands or, if that is not practicable, to have the proceedings interpreted in that language. Section 152(e) stipulates that the objects of local government is encourages the involvements of communities and other community organisation's in the matters of local government. Therefore, Blouberg Municipality should involve the community in the matter of languages and language policy within its operations.

2.4.2 National Language Policy Framework (NLPF) (2003)

The National Language Policy Framework also attests that South Africa is a multilingual country. The policy recognises the constitutional provisions on multilingualism. It is concerned with government's goals for economic, socio-political and educational growth (NLPF, 2003:10). It promotes the equitable use of 11 official languages. The policy facilitates equal access to the government service knowledge and information and also encourages the learning of other official indigenous languages to promote national unity, and linguistic and cultural diversity. It further states that government structures (national, provincial and local government) are bound by this language policy framework. It encourages provinces and local government to promote multilingualism by formulating language policies that are in line with the guidelines contained in this language policy framework and also take into account the language use and preferences of their communities NLPF (2003:12).

2.4.3 Limpopo Language Policy Framework (LLPF) (2011)

The Limpopo Language Policy Framework aims to promote the equitable use of the six official languages in the province in order facilitate access to government services, knowledge and information, as well as respect for language rights (LLPF, 2011:10). The six official languages of the Limpopo Province are; Afrikaans, English, isiNdebele, Sepedi, Tshivenda and Xitsonga. The Limpopo Language Policy Framework aims to promote multilingualism through these languages because they are official languages that are spoken in the Limpopo Province. The provincial Language Policy further encourages national unity through the learning of other official indigenous languages and also ensures that language management within the departments and public entities (2011:6). Limpopo Language Policy Framework (2011:8) further states that the departments and other public entities should establish language units within two years of the endorsement of this policy. The language unit is responsible for monitoring oral and written communication, promotes multilingualism, translate documents and also provide interpreting services.

2.4.4 The Department of Provincial and Local Government (2008-2011)

The DPLG (2008-2011:45) highlights that language policy development alone is not sufficient to entrench multilingualism. It further suggests that in order to develop a language policy that is effective and functional, language policy should be based on the establishment of the following: A language policy implementation plan (which outlines strategies for monitoring and evaluating the language policy), and also specify official agents for implementing the language policy. The DPLG further states that the basic objective for implementing multilingualism in local government is to:

Highlight multilingualism as a way of deepening community participation and empowerment, and to develop guidelines for the implementation of multilingualism in municipalities DPLG (2008-2011:44). In order for the municipality to implement multilingualism it has to find a way of encouraging its residents to learn official languages of the municipality. For example; Blouberg Municipality can do outreach programmes where they go to schools and informing them about the importance of being able to communicate in more than two languages. This can be one of the ways that may help them to be able to effectively deliver services to their residents. The DPLG further suggests that municipalities should establish language units which will facilitate language development tasks.

2.4.5 Pan South African Language Board (PanSALB)

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 of the Republic of South Africa Act 108 of 1996 states 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 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 will be carried out in close cooperation with PanSALB.

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

i. The role of Provincial Language Committees (PLCs)

PLCs will 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 provides 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.

ii. 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 outlined clearly as guidelines in their operations.

iii. The role of National Language Bodies (NLBs)

NLBs do not only consist of members who are first language speakers of a particular 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.

2.4.6 Language policy implementation structures

Section 6(9)5(a) of the Constitution of the Republic of South Africa Act 108 of 1996 states that Pan South African Language Board (PanSALB) is the structures responsible for dealing with all issues concerning languages. It has to develop marginalised indigenous languages of the country. It is its responsibility to make sure those marginalised languages, takes priority in the development process and also that are treated equally, enjoy parity of esteem and as well as being used in public or government entities. As a result, PanSALB is one of the structures of language policy implementation.

According to National Language Policy Implementation plan (NLPIP) (2003:12-18), PanSALB has new structures to support policy implementation and those structures are;

- i. Language Units: this is responsible for managing translation, editing and interpreting services in each government department and province as well as

developing terminology for the indigenous languages. Therefore, Blouberg Municipality should establish a language unit that will be responsible for the management of indigenous languages within the municipality.

- ii. The National Language Forum (NLF): this structure represents the government and non-government structures. It is responsible for monitoring the implementation process, examining and arranging the projects relating to languages. It also has the function of interacting and works together with PanSALB on issues of language policy implementation.
- iii. The Language Practitioners' Council of South Africa is responsible for managing the training, accreditation, and registration of language practitioners in order to raise the status of the language profession and the quality of language products by setting and maintaining standards. The Council collaborates with the National Qualifications Framework (NQF), training programmes and South African Qualifications Authority (SAQA).

2.5 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. Language policy formulation should also be systematic, at societal level and national. In order for one to formulate a proper and implementable language policy, there is some 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 has to be done. According to Bamgbose (1991:121), sociolinguistic surveys are designed to provide information on the language situation in each country. In this study, it will provide information on the language situation of the Blouberg Municipality.

2.5.1 Structures responsible for formulating a language policy

There are different structures that are responsible to formulating the language policy. These structures are: government, government-authorized agencies, or other authorized bodies or individuals who are trusted to have the ability to produce a good policy. Grin (2003:31) explains that language policy “is conducted by official bodies or their surrogates...” and Weinstein (1980:55) states that language policy formulation should be done by government authorities. The government can be influential in the process of language policy formulation. It can either formulate a language policy or authorized agencies or language practitioners to formulate a language policy. In this study the Blouberg Municipality can formulate their language policy with the help of government, language bodies, authorized bodies, et cetera. This means that government is responsible for the formulation of language policy. Grin (2003) and Weinstein (1980) are of the same view that language policy formulation is an activity done by the government.

2.5.2 Problems addressed by language policy

There are two problems that are addressed by the language policy. These problems are: language as a problem and language-related problems. Weinstein (1980:55) defines language policy “as a government authorized, long term sustained and conscious effort to alter language itself or to change a language’s functions in a society for the purpose of solving communication problems”, while Cooper (1989:30) defines language policy as deliberate language change; that is change in the system of language code or speaking or both that are planned by organisations that are established for such purposes or given the mandate to fulfill such purposes. As such, language policy is focused on problem-solving and is characterised by the formulation and evaluation of alternatives for solving language problems to find the best (or optional, most efficient) decisions”. Christian in Tessa (2001:12) defines language policy

as “an explicit and system effort to resolve language problems and achieve related goals through institutionally organised intervention in the use and usage of languages”. This means that language policy is meant to deal with issues relating to a language and also to find solutions to those issues. The above views suggest that language policy focuses on solving language problem within the community and that it is conducted by the government. Based on the above views language policy formulation addresses a following issues; language problems and language related problems.

2.5.3 Types of language problems

Language planning is directed to solving language issues and in order for those issues to be resolved, language policies should be put in place.

- **Language as a problem**

Language problems are problems that directly affect the structure and the nature of a language. These types of language problems are problems that have impact on society. They are linguistic by nature. Basically, they occur in the corpus section of a language. Corpus section is a section where modification and development of new language materials is done. Language problems are assumed to have direct impact on the structure and application of a language. According to Webb (2002:25), there are several serious problems in South Africa which are somehow language-related. In order to solve the problems, language planning needs to be considered in the country. Since these may act as obstacles in trying to solve the problem, attention should be given to language problems in the country. Webb further indicates that language problems in South Africa are caused by insufficiently adapted African languages, politicisation of the country’s languages and the low socio-educational standard of the South African languages. Language problems relate to problems that already exist in the language’s grammar, pronunciation, vocabulary and its writing system. These problems affect the use of language, for example, in written and oral functions.

English is used too often everywhere in the country as compared to other official languages. This is why it is assumed to have more learning materials such as grammar books, study books and dictionaries when compared to African languages. Official African languages are not used properly so that they can improve in the corpus section, like English. African languages are only used for social interaction while English is used in formal settings such as national and provincial contexts and its vocabulary continues to increase.

- **Language related-problems**

According to Webb & Kembo-Sure (2002:7) language policy development and implementation lie in the country's ability to resolve its language-related problems. They further point out that language-related problems are not usually language problems, but are problems in the area of education, politics, the economy or social life and are non-linguistic by nature. Therefore, language plays an important role in their incidence. They further highlight examples of such language related problems in South Africa which are: educational underdevelopment of many South Africans (which is a direct consequence of apartheid education, non-competitive performance in the workplace, with low productivity and ineffective performance in the workplace. Generally unfair economic conditions, in particular poverty, the twisted distribution of wealth, and restricted work-related opportunities, are all partly due to poor educational development. These are the consequence of the language factor in formal education and training, Poor political participation (partly due to the fact that the main language of political discourse is English), and the continuance of linguistic discrimination and inter-group conflict; Cultural alienation and the possible threat to the country's rich diversity, through ethno linguistic shift and cultural assimilation to the Western world.

Language plays an important role in each of these problems, and language planning in the country has to develop policies and strategies which will address the role of language in their resolution, ensuring that language is a facilitator rather than an

obstacle to development in all these domains. As a result, Blouberg Municipality should have outreach programmes to educate its residents and also to encourage the teaching of African languages in the schools that fall under its municipality. This should be done in order to promote multilingualism and also to facilitate services within the municipality.

2.6 Language policy implementation plan

Webb (2002:38) highlighted that language policy implementation is a difficult task and that it is difficult to change the way people use language, language norms and beliefs about language. In order to succeed, language policy needs a strong backing from political leaders and strong government bodies. Policies need to be formalised in legislation or issued as regulatory instructions. The Language policy of Blouberg Municipality does not have an implementation plan. This is the reason why it is not implemented.

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 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). All these implementation processes are not included in the language policy of Blouberg municipality, which is why it is difficult for them to implement their language policy.

2.7 Multilingualism in South Africa

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”, while Braun (1937) in Aronin (2012:2) says multilingualism involves “active, completely equal mastery of two or more languages”. Multilingualism is to be understood as the capacity of societies, institution, groups and individuals to engage on a regular basis in space and time with more than one language in everyday life. On the other hand, Franceshini (2009) in Aronin (2012:6-7) states that multilingualism is the ability to communication in different languages.

This means that multilingualism is when an individual or community is able to communicate with more than two languages. Braun (1937) and Franceshini (2009) in Aronin (2012) are of the same view that multilingualism occurs when peoples have knowledge of more than two languages and can effectively communicate using those languages. Mwaniki (2012:44) agrees with Braun and Franceshini when she states that multilingualism is the ability of societies, groups and individuals to communicate more often with more than two languages in their everyday lives.

Multilingualism is very important in South Africa for a number of reasons:

Firstly, multilingualism stems from the country’s different history where language has been used repeatedly for social, political and economic profiling, sometimes with tragic results, (Mwaniki, 2012:42). She supports the above statement with an example of the Soweto uprising 1976. The Soweto uprising took place on the morning of June 16, 1976, where thousands of students from the African town of Soweto, outside Johannesburg, gathered at their schools and organised a protest. They were protesting about the use of Afrikaans and Bantu Education. Some of those students carried signs that were written ‘Down with Afrikaans and Bantu Education-to Hell with it’ whereas others were singing freedom songs marching towards Orlando Stadium where there was a rally. Many students lost their lives because of the fight on the use of Afrikaans as

a medium of instruction and Bantu education. Du Plessis (1999) in Mwaniki (2012:42) observes that, over centuries, South Africa had a tendency of turning political victories into linguistic victories.

Secondly, there is an increasing link between the process of language development and democratization. The link then serves to put language in the middle of South Africa's development and democracy. The use of languages, especially English and Afrikaans, is an example of the process that has been used long time ago for social and political prohibition in South Africa. In modern South Africa has been done deliberately to promote previously marginalised languages, as a systematic response aimed at including the speakers of these languages who make up a majority of the South African population, into mainstream social and political discourse, process and outcome.

Thirdly, at a time when many countries has given up on developing multilingual policies, let alone implement multilingual policies, South Africa has recognised eleven (11) official languages in its Constitution (Act 108 of 1996). Even if South Africa is multilingual, there are some places such as municipalities where multilingualism is not adhered to. In Blouberg Municipality, only English is used as their medium of communication. They have a policy that stipulates English as the only working language for internal and external communication, although they have indicated in their language policy that they have five official languages within the municipality.

Mwaniki (2012:43) highlights that even if there are a number of facts about language matters in South Africa, national legislation (Municipal System Act of 2000) and national policy (National Language Policy Framework, 2003 Reconstruction and Development Programme and White Paper on Transforming Public Service Delivery (Batho Pele White Paper) all contain clauses that explicitly point towards the need to implement a multilingual dispensation in South Africa. The public sector is responsible for translating the Constitutional legislative and policy guides into the real programme.

2.8 Multilingualism in local government

Mwaniki (2012:55) highlights that multilingualism has an important role to play in almost all the public sector and its mandate areas in South Africa. Shah, 2005; Islam, 2005 in Mwaniki also assert that multilingualism plays an important role in service delivery since citizens continue to demand responsibility from their governments. Multilingualism is important to service delivery in a number of ways. The link between multilingualism and public sector mandate areas are presented and explained in the following arguments:

Firstly, people should be able to access services in the language that they understand. Residents of the Blouberg Municipality should be able to access services of the municipality in the language that they understand. Therefore, Blouberg Municipality should make sure that all official languages of the municipality are used accordingly, in the interest of their residents.

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

Thirdly, 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 in order for them to be multilingual.

2.9 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. Declaration without implementation is one of those problems that is discussed below.

2.9.1 Declaration without implementation

Bamgbose (1991:111) highlights that 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 policy makers are aware of this. In this case, policy makers 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 the case of this study, in the schools of Bloubaerg Municipality they may teach languages such as Xitsonga so that multilingualism can be encouraged within the municipality. Bloubaerg Municipality uses English as their medium of communication within the municipality whereas most of the residents speak Sepedi.

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 fulfill 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. The language policy of Blouberg Municipality has an escape clause in section 6.5 external written communication where it states the following:

Section 6.5.1 “all official notices, statements, tariffs, by-laws, regulations, policies, advertisements, etc., issued or published by the municipality for the public consumption must be made available in all the official languages of the municipality, practicable and financially viable”. The above statement exists in the municipality but their notices, statements, advertisements, et cetera as well as the current reviewed language policy are written in English.

2.10 Language policy of Blouberg Municipality

In order to get an in-depth on the stipulations and design of the language policy of the Blouberg Municipality, the following will be looked into:

2.10.1 Language use

The Blouberg Municipality recognises five official languages. Blouberg Municipality’s Language Policy (2008) Section 6.4.1 states that “to promote operational efficiency, English should be the working language of the municipality, and translations in other languages of the municipality will be available on request”. This statement shows that other four languages of the municipality are given or accorded equal recognition. English is the only language that is given prominence while other languages of the municipality are reserved for “on request” duties. English is over dominating n other languages of the municipality.

2.10.2 The structure of the language policy

The content of the language policy of Blouberg Municipality has clear limitations. It does not have sections such as, legislative context that includes information about stipulations on language use as enshrined by the Constitution, national and provincial language policies. It does not state the aims on how they are going to use the languages within the municipality and on what the policy aims to achieve, as well as the establishment of the language unit that is responsible for the management of languages within the municipality. Some of the language uses are not clearly stipulated to indicate how they will help in developing the languages and in implementing the language policy.

2.10.3 Implementation strategy

The implementation strategy of the Blouberg Municipality consists of three sentences and does not stipulate the roles and responsibilities of who is responsible for carrying out specific tasks. The policy does not have a detailed plan that explains how the roles and responsibilities are going to be carried out. Additionally, it also does not have budgetary information for the implementation of the language policy. In their implementation strategy, section 7 states that “information documents must be translated into the official languages of the municipality”, but their minutes, magazines as well as notices are written in English only. Their implementation plan does not indicate whether they will establish a language unit or not, so that they can develop other official languages within the municipality. This also includes the development and establishment of Braille and Sign language facilitators, trainers, translators and interpreters.

2.11 Summary of the chapter

This chapter focused on language policy in relation to local government. Different definitions and types of language policies were discussed to provide a deeper

understanding of a language policy. Constitutional and legislative imperatives were discussed. The chapter further discussed language policy formulation and language policy implementation plan. Multilingualism in South Africa and multilingualism in local government as well as reasons for the failure of language policy were discussed.

CHAPTER THREE: RESEARCH METHODOLOGY AND DESIGN

3.1 Introduction

This chapter discusses the procedures and methods which were undertaken to achieve the aim of the study. Discussions of qualitative research method, research design, sampling, data collection and data collection tools, and data analysis are presented. At the end of the chapter, ethical considerations with regard to the study, reliability, validity and objectivity, and bias are also outlined. Finally, the chapter present a summary of the chapter.

3.2 Research methodology

Kothari (2004:8) defines research methodology as a way to systematically solve research problems. Research methodology entails various steps that are generally adopted by a researcher in studying the research problem along with the logic behind them. Qualitative research methodology was used to solve the research problem in order to achieve the study objectives.

3.2.1 Qualitative research method

The qualitative research method was useful in this study because it enabled the researcher to gather appropriate information, arrange and interpret the data collected from different participants. The following are the advantages of qualitative research:

- “Qualitative research seeks to study the meaning of people’s lives under real world conditions” (Yin, 2011:7).
- “Qualitative research contributes insights into existing or emerging concepts that may help to explain human social behavior” (Yin, 2011:7- 8).

In this research qualitative research method was used to gather information from participants. In order to achieve the aim and objectives and to address the research

problems of this study, the study used qualitative method in the form of interviews and questionnaires. Furthermore, qualitative research method was used to conduct a summative evaluation on the current language policy of Blouberg Municipality. The intention was to review the language policy and suggest an appropriate model for the municipality.

Language Policy for Blouberg Municipality was obtained before collection of data so that it could be reviewed. This was done so that the researcher could have a background of the language policy of the municipality. The researcher requested minutes of the meetings, their brochures and also visited notice boards in the municipality so that she can know the language they use for written communication. It was found that all the documents and notices were written in English and there was no document or notice that was written in other languages of the municipality.

Residents and ward committee members from all languages of the municipality were interviewed in order to try and get their understanding and views on the research problems as mentioned in chapter one. The researcher also observed communication at different occasions between residents and municipal employees, and among municipal employees as well as stakeholders in the municipality.

Municipal employees, the Mayor, Municipal Manager, the Speaker of the Municipality, and Councillors were also interviewed with the intention of getting the knowledge of the languages they use to communicate with the municipal residents and among themselves. The researcher further wanted to get knowledge of whether they had understanding of the language policy and as to whether they applied what is stipulated in their language policy. It was observed that English was the only language used for formal communication within the municipality.

Data was collected from different participants from different language groups. Their responses were based on how they were exposed to verbal communication with the municipal employees and the documents from the municipality. Therefore, meaning from texts and words were used to compile the findings. The research methods stated

above were useful in this study because they enabled the researcher to gather information and interpret the data collected from different participants.

3.2.2 Research design

According to Kobus (2012:70), research design is a plan or strategy which moves from the underlying philosophical assumptions to specifying the selection of respondents, the data gathering techniques to be used and data analysis to be done. It consists of ways in which information regarding the research problems will be collected, and the manner in which participants will be obtained. This study used different types of sampling to obtain participants and it also used different data collection methods and tools to obtain data. The researcher conducted an investigation in order to acquire information from a specific number of participants which was selected.

3.3 Sampling

According to Ravindra & Naurag (1996:6), a sampling method is used to select the sample from the population.

Data was collected from a sample of forty-eight (48) participants which were distributed as follows:

- a. Twenty five (25) Residents (five from each of the five main language groups: Sepedi, Tshivenda, Xitsonga, English and Afrikaans)
- b. Five (5) members of the ward committee.
- c. Ten (10) municipal employees.
- d. The Mayor from Blouberg Municipality, Municipal Manager, Speaker of the Municipality, five (5) Councillors.

In this research, both probability and non-probability samples were used to select the population. Harry and Charles (2000:189) explain probability sampling as “the selection procedure in which elements are randomly selected from the sampling frame and each element has a known no chance of being selected”. In probability sampling, any

member of the population has a chance to be selected for sampling. Random sampling was used on residents, municipal employees and on members of the ward committee. Non-probability sampling is a sampling method in which respondents are not selected haphazardly. In non-probability sampling, certain members might not have a chance to participate in the sample. Rubin and Babbie (2010:212) explain availability sampling as “a sampling method that selects elements simply because of their availability and convenience”. Availability sampling was used to interview the Mayor of Blouberg Municipality, Municipal Manager, Speaker of the Municipality as well as the councillors of the municipality because they were selected based on their availability. They were targeted because based on the positions they have in the municipality, they had a particular knowledge on the subject.

3.4 Data collection methods

According to Burns and Grove (2005) in Phokungwana (2012:46) data collection is a systematic method in which the researcher collects relevant information to the study in order to achieve the aim of the study. Different methods were used in this research. In this study, the following methods were used to collect data; interviews, questionnaires and observations. Note-taking and tape recording were used to collect data during interviews.

3.4.1 Interviews

According to Kobus (2012:79), interview is a two-way conversation in which the interviewer asks participants the questions to collect data and to learn about ideas, beliefs, views, opinions, and behaviour of the participants. The aim of qualitative interview is to see the world through the eyes of the participant, and the method can be a valuable source of information, provided they are used correctly.

Semi-structured interviews were used in this study. An interview guide was also used so that the researcher would not lose control and start asking questions not relevant to the research topic, but additional questions relevant to the research topic were also asked.

3.4.2 Questionnaires

According to Gillham (2007:302), questionnaires are just one of a range of ways of getting information from people (or answers to research questions), usually by posing direct or indirect questions. Questionnaire refers to data collection instrument which consists of number of questions that are relevant to the study to gather data from participants. In this study, the researcher used both open-ended and closed-ended questions. Burke and Larry (2014:199) explain that open-ended questions are questions where participants should come up with their own answers. Open-ended questions are questions that require the comment of a participant wherein the participant has to fill the blank space. They further explain that in closed-ended questions, participants must select from pre-determined responses provided by the researcher. Closed-ended questions are questions that consist of boxes to tick.

The researcher distributed forty-eight (48) questionnaires to the residents (five from each of the five main language groups: Sepedi, Tshivenda, Xitsonga, English and Afrikaans), five (5) members of the ward committee, ten (10) municipal employees as well as the Mayor of Blouberg Municipality, Municipal Manager, Speaker of the Municipality, (5) Councillors. The questionnaires are attached in this study as appendices D, E and F.

Questionnaire for residents and ward committees consisted of nine questions wherein three were closed-ended questions and six were open-ended. Questionnaire for municipal employees consisted of thirteen questions wherein three were closed-ended questions and ten were open-ended questions. The questionnaire for the Mayor of Blouberg Municipality, Municipal Manager, Speaker of the Municipality and Councillors consisted of nine questions wherein one was closed-ended and eight were open-ended.

3.4.3 Tape recording

Tape recorders were used to collect data from participants. The researcher asked for permission from participants before using the recorder. Most of the participants did not

want to be recorded, preferring to answer the questions by filling in the questionnaires, while few of the participants were happy to be recorded. A tape recorder was used on few participants. Participants answered all the questions without complaining about time.

3.4.4 Notes-taking

The researcher relied much on note-taking. Since most of the participants did not want to be recorded, the researcher found this method to be effective during the collection of data.

3.4.5 Observation

The researcher spent a lot of time collecting data in the municipality, particularly in residences as well as the shopping malls. For this reason, it was possible to observe face to face interaction among the groups of selected participants. The intention was to get an understanding on how they communicate among themselves. It was observed that the directions and notices in Blouberg Municipality, including its buildings, cars, as well as notices were written in English.

3.5 Ethical considerations

When participants agreed to participate in the study, they were given consent forms to sign. They were informed clearly about why they would participate in the study and that they were not forced to participate. Even if they agreed to participate, they were informed that they could withdraw from the participation anytime they wanted. They were also informed that their names and information would be kept confidential and that information collected from them would only be used for this study.

3.6 Data Analysis

In this study the data was produced from individual interviews and questionnaires. The researcher acquainted herself with the data to in order to get to know it better. This was done through carefully reading of data and writing down results as they come. The quality of the data was also checked. This was done through careful reading of data and writing down impressions as they come. The quality of data was also checked. Tape recorders and note-taking were also used to collect data.

In this research the data were produced from individual interviews and questionnaires and were in the form of notes and summary of the individual's interview. The researcher has acquainted herself with the data to get to know it better. The data were organised by questions to all different groups of participants and their answers. The information was categorised before the interpretation of data. Information from specific participants which were given the same questions were grouped together to be analysed as such. Qualitative method was used to analysing data in the form of narration. The quantitative method was used to analyse and interprets data from municipal employees, the Mayor from Blouberg Municipality, Municipal Manager, Speaker of the Municipality, Councillors through SPSS in the form of charts.

3.6.1 Textual analysis

Textual analysis was used to examine written documents of the municipality as well as the current Language Policy of the Blouberg Municipality. Data from questionnaires, and tape recorder was be interpreted in a form of narration whereas quantitative method used the Statistical Package for Social Sciences (SPSS).

3.7 Reliability, Validity and Objectivity

The researcher ensured reliability by making sure that:

- i. instructions were clear and unambiguous,

- ii. the language used in interviews and questionnaires was easily understandable
- iii. As well as motivating the respondents to be honest by stressing the importance and benefits of answering the questions to the best of their ability.

The researcher was as objective as possible. Textual analysis was also used on different documents that were mentioned in data collection. The data collected using the questionnaires were regarded as valid because the answers which the participants gave in the questionnaires were their true response without being influenced by the researcher.

3.8 Bias

Personal opinions about the researcher and insights of language policy did not affect the research process and findings. The researcher tried to be as neutral as possible and not influence participants or become biased in the research. Information about the purpose of the research was explained to the participants and they were also advised to be honest when answering the questions.

3.9 Summary of the chapter

This chapter discussed the procedures and methods used to achieve the aim of the study. Qualitative research method, research design, sampling, data collection and data collection tools, and data analysis were discussed. Ethical considerations with regard to the study, reliability, validity and objectivity, and bias were also outlined.

CHAPTER FOUR: DATA INTERPRETATION AND ANALYSIS

4.1 Introduction

The chapter focuses on the interpretation and analysis of data. The results from the responses of participants are presented both narrative and graphically. Information from participants was categorised into different groups that is Group A: Five (5) residents from each of the five (5) main language groups: Sepedi, Tshivenda, Xitsonga, English and Afrikaans and five (5) members of the ward committee, Group B: ten (10) municipal employees, Group C: the Mayor of Blouberg Municipality, Municipal Manager, Speaker of the Municipality and five (5) Councillors, were analysed as such. Both qualitative and quantitative methods were used to analyse data. Quantitative method of analysis was in the form of SPSS used to analyse the findings from municipal employees and the Mayor of Blouberg Municipality, Municipal Manager, Speaker of the Municipality and Councillors. Such data were presented using pie charts followed by their interpretation. Qualitative method in the form of narration is used to discuss information from the remaining group. Information discussed in this chapter is summed up in the summary of the chapter.

4.2 Qualitative data analysis

In this research participants were grouped into three (3) different categories which were Group A, Group B and Group C. The data were interpreted and analysed according to these groups. Thirty (30) members of the residents of Blouberg Municipality were interviewed according to the different languages of the municipality (Sepedi, Tshivenda, Xitsonga, English and Afrikaans). There were nine (9) questions in the five (5) different languages as stated above.

4.2.1 Group A: Residents and ward committee members

The participants that fell within this group had an age range of between 20 and 79

years. These participants were selected from the different races that were found in Blouberg Municipality such as Blacks, Indians, Whites and Coloureds. Furthermore, the issue of gender was taken into account by selecting a mix of males and females.

The following questions from questionnaires were analysed as follows:

a. Other languages that the residents know

Some of the residents indicated that the only language they knew well was their mother tongue, while other residents indicated that they knew two (2) or three (3) languages. In addition, among those languages that they know some were not the official languages of the municipality. From the information given by the participants, it showed that they only know one language. Therefore, it is important that the Blouberg Municipality makes it a point that it has employees that can speak the different official languages of the municipality. This is supported by the Constitution of the Republic of South Africa Act 108 of 1996 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 it is clear that the municipality will not be able to serve its residents accordingly.

b. Participants consultation on languages in the municipality

Participants indicated that they did consult in the municipality though some of them pointed out that they did not consult at all. Among those who said they consulted, evidence showed that they visited the municipality once or twice a month. In this instance, it is a good thing that the residents were consulting at the municipality, so that they could know the services rendered in the municipality and be able to access those services. One white male participant, aged between 20-39 years said that he did not see the need to consult, since the municipality was not doing anything for him.

Sepedi speakers' residents indicated that when they needed help in the Blouberg Municipality, employees helped them in Sepedi language which made it easy for them to get answers to their problems. The Tshivenda and the Xitsonga speaking residents complained that they were not given help in the language that they understand. Additionally, they showed that the municipal employees use Sepedi to help them and this makes it difficult for them to get all the help they need since they do not understand Sepedi. The Blouberg Municipality is not adhering to the Constitution of the Republic of South Africa Act 108 of 1996. This gives rise to a language problem to the speakers of the other official languages of the municipality. Consequently, if one needs help and cannot get it because the employee does not understand the language of the residents and the resident does not understand the language of the employee, then this constitutes problem. Therefore, the municipality should at least employ people who are multilingual since their municipality is regarded as multilingual. The English and Afrikaans speaking residents said that they are satisfied with the language that the employees used to help them, particularly English. Afrikaans speakers used English as their second official language which made it easy for them to understand.

c. Whether the residents understand the languages used by employees to render services and to write the documents

The majority of the residents pointed out that they did understand the language that the employees used to serve them and to write the documents in the municipality. However, there were fifteen (15) participants who said they did not understand. It was established that those who did not understand the language that employees used were the Tshivenda and Xitsonga speaking residents. For that reason, it is evident that the municipality did not have employees who spoke of all the official languages of the municipality. As a result, it would be unfair to the residents of the municipality who did not understand Sepedi and English because they would not know much about their municipality. Therefore, they would not know about the services rendered by the municipality and they would not participate in the activities of the municipality because of the languages used in the municipality. Once again, all of the participants stressed

that the Blouberg Municipality uses English to write its documents. Consequently, this gave rise to another language problem, in that, other residents felt that the municipality did not want to use their languages yet those languages are the official languages of the municipality. In this case, the municipality did not promote multilingualism since other official languages of the municipality were given low status.

d. Residents reaction to the document from the municipality

A few of the residents indicated that they understood the content of documents of Blouberg Municipality. Most of those who did not understand, expressed that they often want to ask for further clarity at the municipality or they asked other people to explain the content to them. However, they highlighted that it was difficult for them because those who helped them sometimes did not cooperate. Hence, this was a language problem because these residents could not get the relevant content from the municipality. This shows that the Blouberg Municipality did not have translators who could translate from English into other official languages of the municipality in order for residents to receive documents in the language they understood.

Participant A, a Tshivenda speaking female and a bakery manager aged between 40-59 years pointed out that *“Zwi a konda arali wa thusiwa nga luambo u sa lu talukanyi,”* (It is difficult to be helped in a language that you do not understand). For this reason, it is very imperative that languages of the Blouberg Municipality enjoy parity of esteem and be treated equitably as outlined in the Constitution of Republic of South Africa Act 108 Of 1996. It is further believed that if languages were to be treated equitably, there would be no misunderstandings. As a result, residents would get all the information required and services would be rendered accordingly.

4.2.2 Data obtained from documents

In this section, documents refer to the Language Policy of the Blouberg Municipality and its recorded workers' minutes of the meetings. The documents were analysed in order

to decide whether the approaches used to draft the Language Policy of Blouberg Municipality were in line with the provisions 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 structure of the Language Policy**

- a. **Language policy**

At the time of conducting this study, the Language Policy of Blouberg Municipality did not have important sections such as, legislative context that includes information about that stipulation on language use by the Constitution of the Republic of South Africa Act 108 of 1996 and National and Provincial Language Policies. It also did not have aims on how they were going to use the languages within the municipality and on what the policy aims to achieve, as well as the establishment of language unit that is responsible for the management of a languages within the municipality. Some of the language roles were not clearly stipulated to indicate how they would help in developing the languages and in implementing the Language Policy. Therefore, the content of the Language Policy of Blouberg Municipality was found to be inadequate.

Lack of these aspects may suggest that socio-linguistic survey was not conducted and that the residents of the municipality were not consulted for input on the language policy. Additionally, without the above characteristics it is quite difficult to determine whether the language policy has been made to achieve its intended purpose. The design and development of the language policy is not in accordance with the National and Provincial Language Policies from which it is supposed to be based. For that reason, the language policy does not comply with the following legislative frameworks which guide on the development and usage of the language policies in South African municipalities: the Constitution of the Republic of South Africa Act 108 of 1996, National

Language Policy Framework and the Limpopo Provincial Language Policy, PanSALB Act, the Department of Provincial and Local Government as well as the Implementation Plan of Arts and Culture.

b. Implementation strategies/plan

The Language Policy of Blouberg Municipality has implementation strategies with only three sentences. These sentences do not stipulate the roles and responsibilities of who is going to do what, when and how. Language Policy of Blouberg Municipality does not have a detailed plan that explains how the roles and responsibilities are going to be carried out. It also does not have budgetary information for the implementation of the language policy. This implies that the language policy was declared without any intentions of implementing it. Implementation Strategy, Section 7 states that “information documents must be translated into the official languages of the municipality”, but the minutes, magazines as well as notices of Blouberg Municipality are written in English only. There are no translators who are responsible for the translation of documents of the municipality.

The Implementation Plan of Blouberg Municipality does not indicate whether they will establish a language unit or not, so that they can develop other official languages within the municipality. This also includes the development and establishment of Braille and Sign language facilitators, trainers, translators and interpreters. There is no establishment of a language unit in the Blouberg Municipality. This shows that the Blouberg Municipality does not comply with the Limpopo Language Policy Framework (2011:8) which states that “departments and other public entities that can afford must establish Language Units within 2 years of the endorsement of this policy. The language unit is responsible for managing intra-and inter-departmental oral and written communication, managing oral and written communication with the public, promoting multilingualism with the department or public entity, for translation and interpreting as well as training of Braille and South African Sign Language”.

The Language Policy of Blouberg Municipality, section 4 states that “this policy applies to all employees and the residents of Blouberg Municipality”. The question relates to how the language policy can apply to the employees and the residents while they do not know nor have seen it. This implies that the municipality did not ensure that residents and the employees were aware of the language policy. Since it was declared but was not implemented since 2008. Therefore the Language Policy of Blouberg Municipality has not effectively used because it was declared but was never implemented. This means that the Blouberg Municipality has not complied with the Limpopo Language Policy Framework and has not promoted multilingualism.

c. Language use

The Blouberg Municipality recognises five official languages, namely, Sepedi, Tshivenda, Xitsonga, English and Afrikaans. Nonetheless, English dominates the other four languages of the municipality. Blouberg Municipality uses English to write their minutes, official documents as well as their notices. This means that residents who do not understand English may not be served accordingly. In addition, the Blouberg Municipality gives English language a high status because it is their medium of communication in the municipality. The Language Policy of the Blouberg Municipality (2008), section 6.4.1 states that “to promote operational efficiency, English should be the working language of the municipality, and translations in other languages of the municipality will be available on request”. This statement shows that the other four languages of the municipality are not accorded equal recognition. English is the only language that is given high status while other languages of the municipality are reserved for “on request” duties. They are reserved for on request duties because the municipality does not have translators who can translate the documents so that the residents can always get them in the language of their choice. English dominates other official languages of the Blouberg Municipality. The municipality does not comply with the Constitution of the Republic of South Africa Act 108 of 1996, section 6(3) (b) as it highlights that the municipality should take into account the language use and preference of their residents.

4.2.3 Minutes of the meetings

The following are the only minutes that the researcher accessed from the municipality during the visit:

- i. Ordinary council meeting (Blouberg Municipality 20th April 2011).
- ii. Council meeting (Blouberg Municipality 27th October 2011).
- iii. Inaugural council meeting (Blouberg Municipality 01st June 2011).

The study observed that all above documents were written in English. These documents were not translated into any other languages of the municipality. The policy, however, states that documents such as these should be translated on request. Nevertheless, one can be critical of this statement because the municipality did not have a language unit or translators at the time of conducting this study.

4.2.4 Other documents

- **Broachers**

- i. Blouberg news (October-December 2011).
- ii. Blouberg news (July-September 2014).
- iii. Blouberg news (January-March 2015).

- **Pamphlets**

- i. The next five years of service delivery (IDP) (2011-2016).

The above documents were requested in order to get a clear picture on how languages were used within the municipality. In addition, it was observed that the documents were only available in English, not even a single document was written in other languages of

the municipality except for the brochures with two words or sentences on the front page that said “*fihliša molaetša*”.

4.2.5 Directions and notices

It was observed that the directions and notices at the Blouberg Municipality, including its buildings, cars, as well as notices were written in English.

4.3 Quantitative data analysis

Participants were grouped as follows: Group B (municipal employees), Group C (the Mayor of the Blouberg Municipality, Municipal Manager, and Speaker of the Municipality as well as Councilors). Municipal employees were grouped separately because they were asked specific questions different from the other group. Data from the above groups were interpreted using Statistical Software for Social Sciences (SPSS), version 22 and Microsoft Excel 2010.

4.3.1 Municipal Employees

The following questions were asked to municipal employees. The responses were drawn from ten employees. Their responses were analysed separately from Group A and Group (C), which are both discussed in the next section.

Age group

Participants in this study had different ages and they are shown in the chart below.

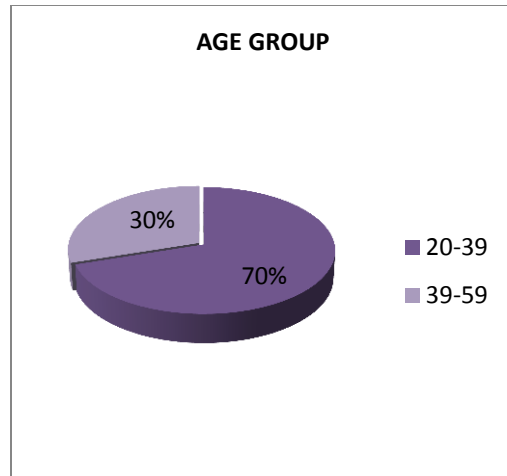


Fig.1

NB: Responses are presented in percentages

Fig.1 indicates the age group of the municipal employees, number of participated and their percentages. Participants between the ages of 20-39 years were seven(7) and represent 70% of the sample population. Participants between the ages of 39-59 years were three (3) and represent 30% of the sample population. From these percentages, it was evident that most participants were between 20 and 39 years, followed by those aged between 39 and 59 years. Their total percentage of all participants was 100%. Therefore, this study consisted of employees of different ages.

Gender

Both male and female participants were involved in this study. The number of males and females who participated is shown in the chart below.

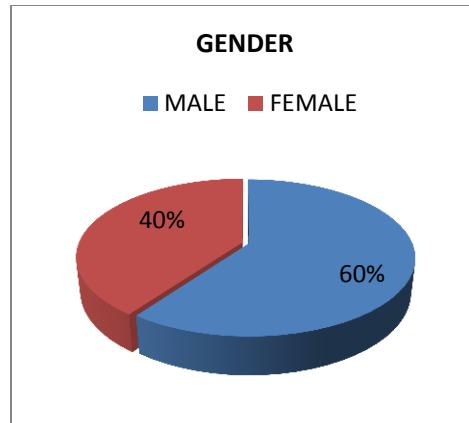


Fig.2

From all participants, there were six male participants who represent 60% and four females who represent 40% of the sample population. This indicates that the majority of the municipal employees in this study were males.

Race

Only African residents participated in this study. The numbers of participants are shown in the chart below.

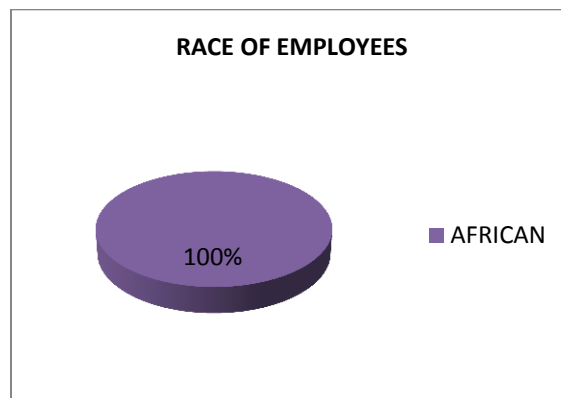


Fig.3

From all participants, there were ten Africans. Their percentage is 100%. This indicates that all of the municipal employees in this study were Africans.

What is your position in the municipality?

Different people have different positions in municipality which are managers, secretaries et cetera. This study concerned itself with municipal employees and the number of those who participated is shown in the chart below.

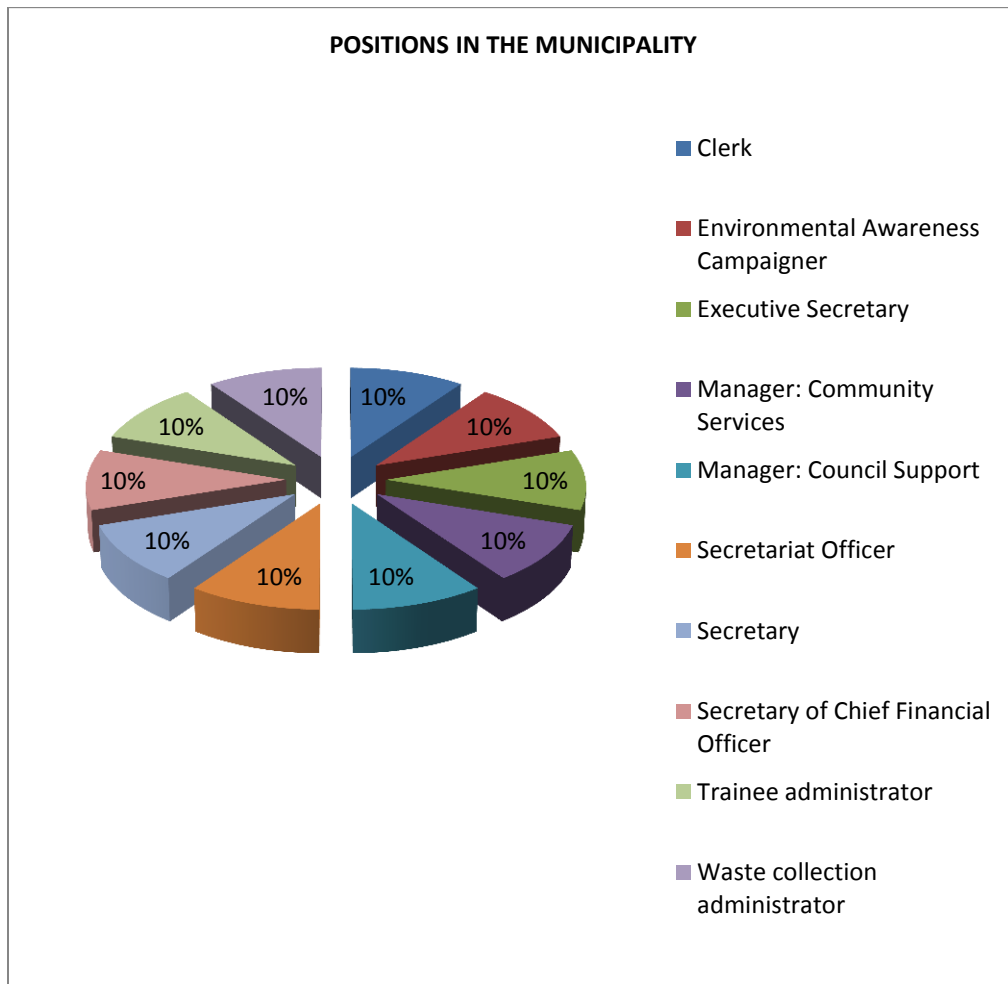


Fig1.4

The participants had different positions in the municipality. Among the participants there was a Clerk, an Environmental awareness campaigner, Executive secretary, the Manager of community services, and the Manager of council support, Secretariat officer, and Secretary, Secretary of the chief financial officer, Trainee administrator and Waste collection administrator. Each of the participants represents 10%. All these

percentages when combined make 100%. Below are tables and charts that indicate the response of participants. Analysis of their data is also explained after each chart.

How long have you been working in the municipality?

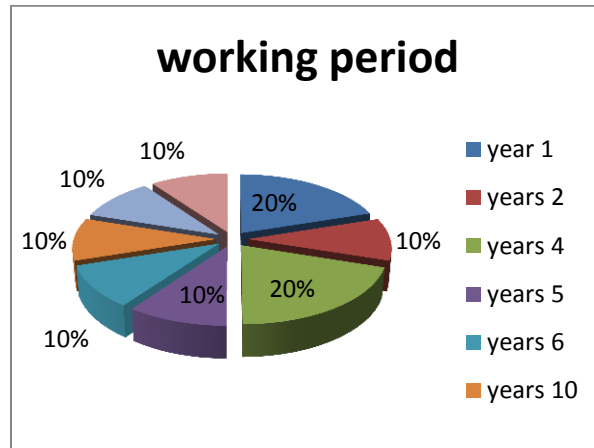


Fig.5

One (10%) out of the ten (100%) employees said he worked for the municipality for 10 years, while the other (10%) said she had been with the municipality for two years. Two (20%) out of the ten employees said they been working at the municipality for one year while the other one (10%) said he had been in the municipality for five years. The other one (10%) said he had been working for the municipality for six years while the other one (10%) said he had been with the municipality for eleven years. Two (20%) out of ten employees said they had been working at the municipality for four years while the other one (10%) said she had been working at the municipality for twelve years. All of their percentages combined made 100%. From the percentage above, it is clear that the person who had been working at the municipality for the longest time the one who had been there for twelve years. The lowest number of years was recorded against a participant who had been working at the municipality for one year.

Which language is your mother tongue?

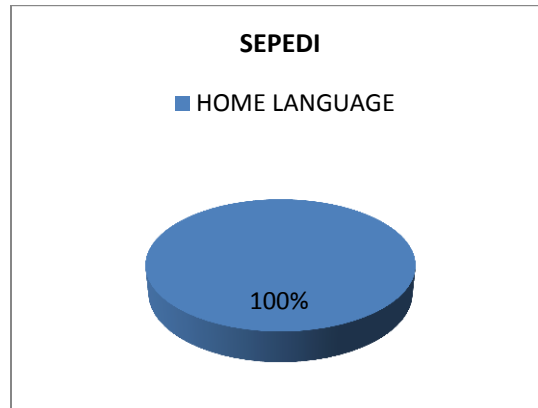


Fig.6

All municipal employees stated Sepedi as their mother tongue. Based on the above percentages, most of the employees of Blouberg Municipality were Sepedi speakers. Blouberg Municipality is regarded as multilingual because in their Language Policy (2008), section 5, their linguistic profile indicates that they recognise five languages (Sepedi, English, Afrikaans, Tshivenda and Xitsonga) that are spoken within the municipality.

In which province is your municipality situated?

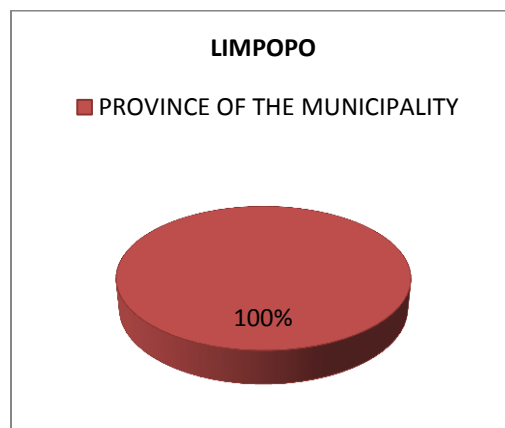


Fig.7

The above chart indicates the number of employees and their percentages. One employee represents 10%. All of their percentages combined make 100%. All municipal

employees said their municipality is situated in the Limpopo Province. Based on the above percentages, it is clear that most of the employees of the Blouberg Municipality knew the province of the municipality they worked for.

What are the official languages of your province?

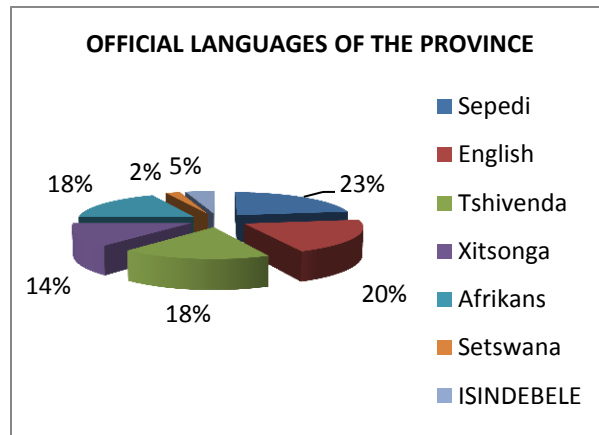


Fig.8

Twenty-three percent (23%) which represents ten employees said one of the official languages of the Limpopo Province is Sepedi whereas twenty percent (20%) said English. Eighteen percent (18%) stated Tshivenda while, another eighteen percent (18%) referred to Afrikaans. Fourteen percent (14%) of the employees mentioned Xitsonga as one of the official languages while, five percent (5%) said isiNdebele. Only two percent (2%) stated Setswana as an official language of the Limpopo Province.

Which language(s) do you use in the municipality for writing and speaking?

a. For writing

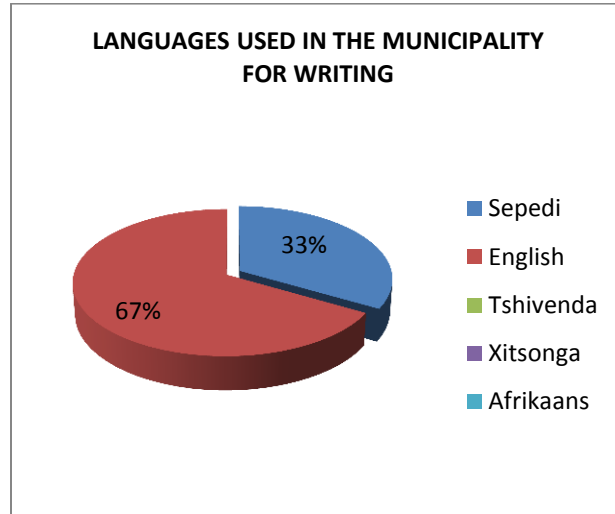


Fig.9

Sixty-seven percent (67%) of the employees said they used English for writing the documents in the municipality while thirty-three percent (30%) which represented five employees said they used Sepedi. Therefore, English language dominated other official languages of the municipality in terms of writing the documents of the municipality.

b. For speaking

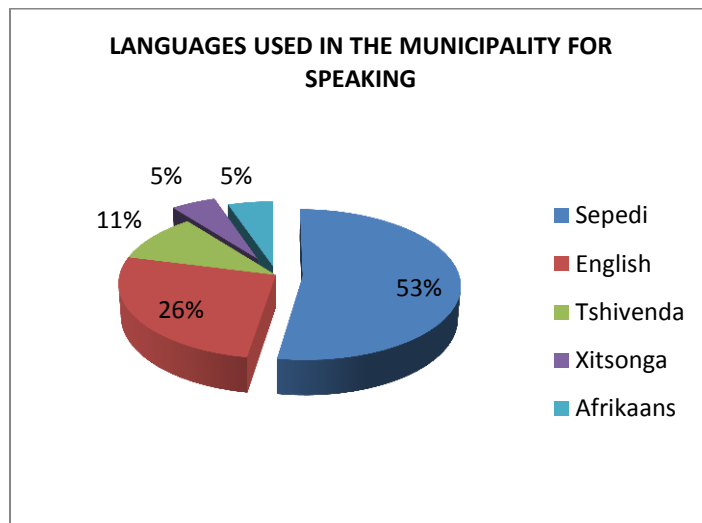


Fig.10

Fifty-three percent (53%), which represents ten employees, said they used Sepedi for communication at the municipality while twenty-six percent (26%) said they used English. Two (2%) of the employees said they used Tshivenda whereas one (5%) employee said he used Xitsonga. One (5%) employee said she used Afrikaans. The total percentage of the employees was 100% with respect to the languages that were used in the municipality. Based on the above percentages, it shows that most of the languages that were used in the municipality were Sepedi and English. This indicates that Sepedi was the dominant language used as opposed to other languages. Hence, parity of languages was not shared among all the official languages of the municipality.

Does the community understand the language(s) you use?

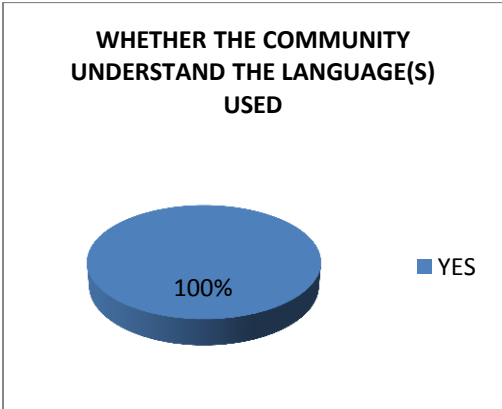


Fig.11

All (100%) employees of the municipality agreed that the residents did understand the languages that they used to help them in the municipality. They indicated that they used any language that the residents preferred. Therefore, they complied with the Constitution of the Republic of South Africa Act 108 of 1996, Section 6(3) (b) which states that the municipalities must take into account the language preference of their residents.

Do you have Language a Policy in the municipality?

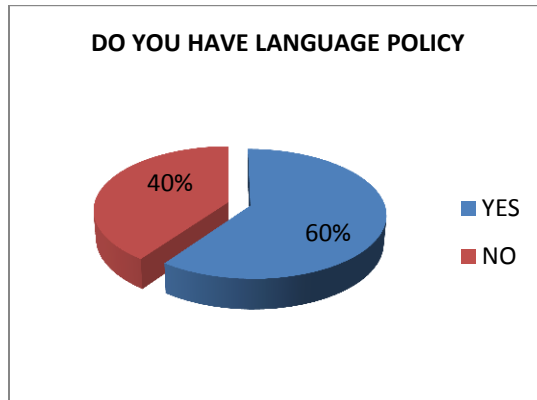


Fig.12

Sixty percent of the municipal employees answered “Yes” while forty percent answered “No”. Four (40%) of the municipal employees who said “No” indicated that the Blouberg Municipality did not inform its employees about the language policy of the municipality. This also indicates that employees of the Blouberg Municipality may not have had adequate knowledge about the official languages of the municipality.

How long have you had the Language Policy?

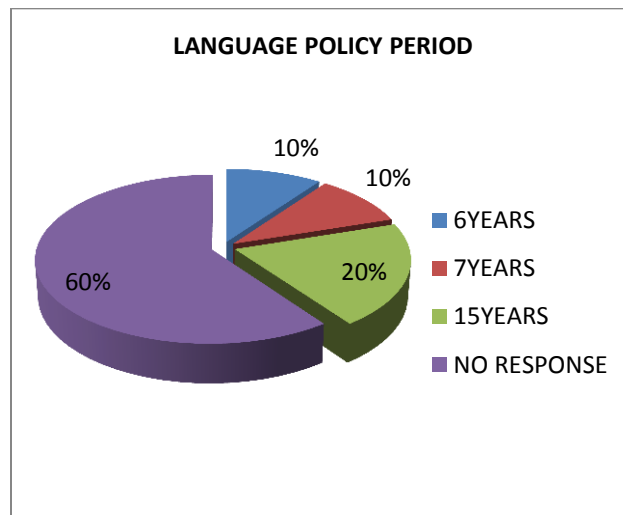


Fig.13

Sixty percent (60%) which represent (6) of the employees did not respond to the question while two (20%) of the employees said the municipality had a language policy

for 15 years. One (10%) of the employees said the policy had been there for seven years whereas another employee (10%) said they had the language policy for six years. Sixty percent indicated the number of the employees who did not respond to the question, did not know language policy or knew anything about its existence.

Is the Language policy being implemented?

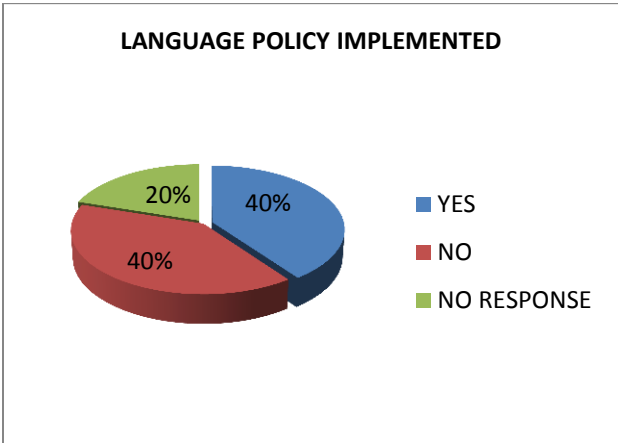


Fig.14

Forty percent of the employees answered “No” whereas four (40%) answered “Yes”. Two (20%) out of ten (100%) employees did not answer the question. Based on the above percentages, forty percent (40%) of the employees said “No” whereas forty percent said “Yes”. There, it is not clear whether the employees had a clear understanding of the language policy and the extent to which it was being implemented.

Do you have a Language Unit in the municipality?

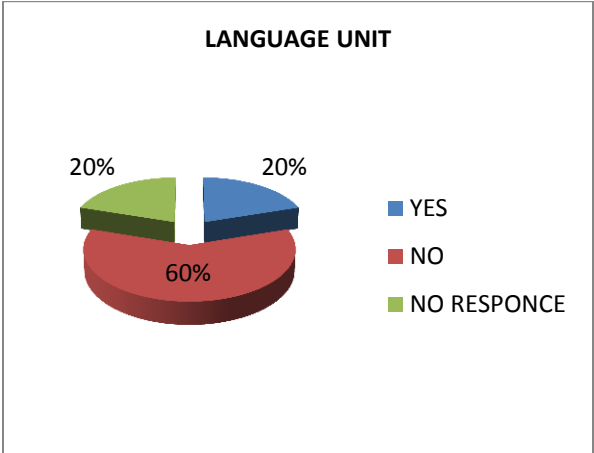


Fig.15

Six (60%) out of ten employees said there was no language unit in the municipality and two said "Yes". Two (20%) participants did not answer the question. The other two (20%) did not answer the question. Sixty percent (60%) of the employees said they did not have a language unit in the municipality. This implies that the Blouberg Municipality did not comply with the Limpopo Language Policy Framework (2011: 8) which highlights that public entities such as municipalities must establish language units that will be responsible for the management of languages within the municipality.

Reason for not having a language unit

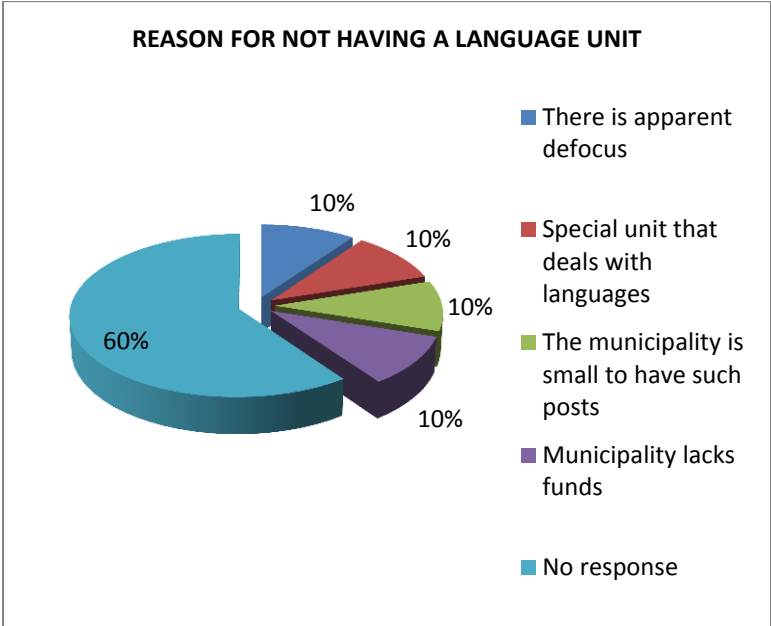


Fig.16

Out of ten the employees six (60%) percent did not answer the question. One (10%) of the employees said they had a special unit in the province that deals with languages of the municipality. Another employee (10%) said they did not have a language unit because Blouberg Municipality is relatively small to have such a post of people who work in the language unit. One (10%) respondent said there was apparent defocus in terms of languages in the municipality while another one (10%) said the municipality lacked funds and therefore could not afford to have a language unit. Based on the above responses, it can be observed that the municipality had no intentions of establishing a language unit. This could be a problem because with no language unit in the municipality, official languages of the municipality might not be used accordingly.

How long has the language unit been operating?

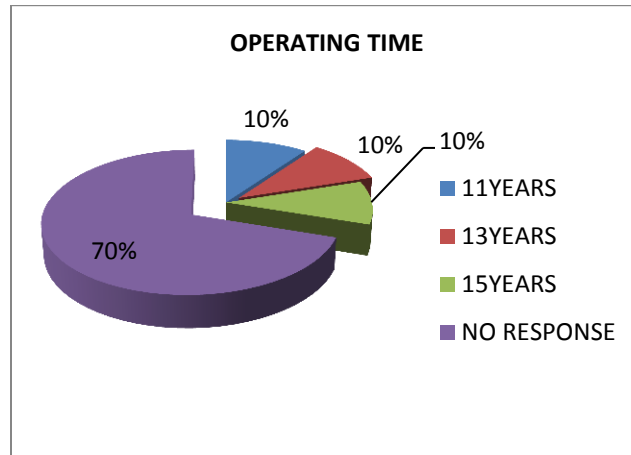


Fig.17

Seventy two (72%) percent represents the employees (7) did not answer the question. 8% represents eleven years which is are numbers of years that one of the employees indicated that they had a language unit. 9% represents thirteen years that another employee said it's the years that they had a language policy in the municipality while 11% represents fifteen years that one employee said the Language Unit is been operating in the municipality. Therefore, inconsistence and non-response of the employees indicates that there might be chances that there is no language unit in the Blouberg Municipality.

How are disabled people being served in the municipality?

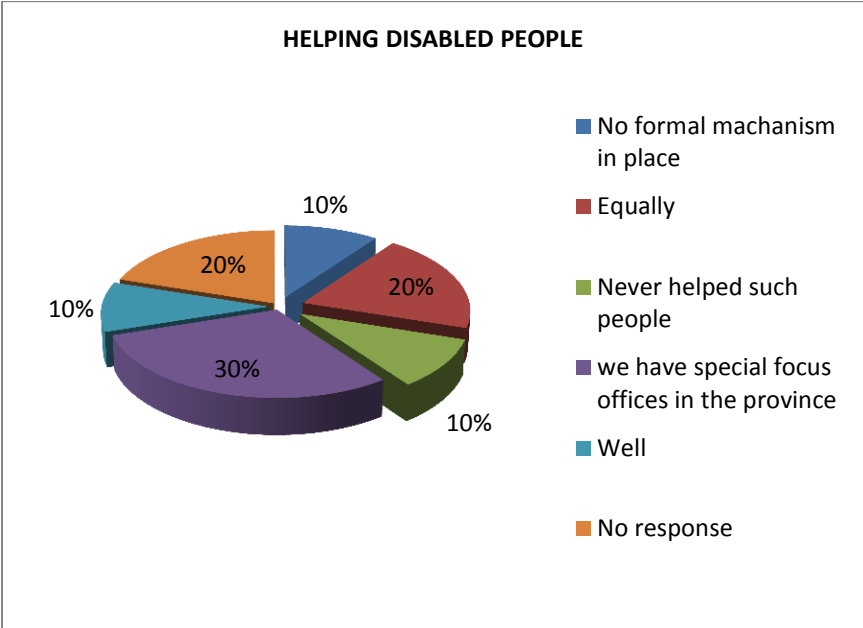


Fig.18

Thirty percent (30%) of the employees said they had special focus offices in the province that deal with disabled people in the municipality. They further highlighted that when they come across such people they ask for help in the municipality, which is a process that delays the residents to get assistance. Twenty percent of the participants did not respond to the question while two (20%) of the employees just said disabled people were helped equally as those had no disability. One (10%) participant said she never came across a disabled person needing help in the municipality. One (10%) of the participants responsible for Council Support said “no formal mechanism was in place”.

4.3.2 Group C: The mayor, the speaker of Blouberg Municipality, Municipal Manager and Councilors

Age group

Participants in this study had different ages and they are shown in the chart below.

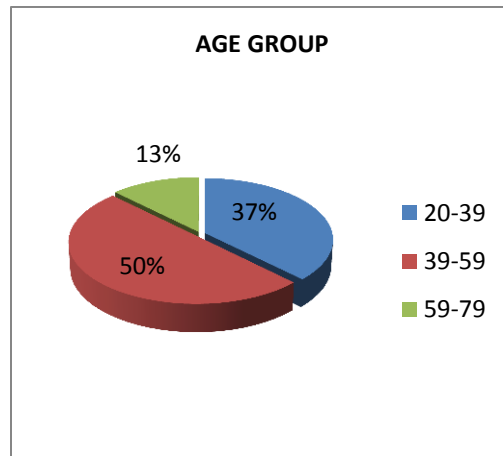


Fig.19

Participants between the ages of 20-39 years were three and represent 50%. Participants between the ages of 39-59 years were four and represent 50%. There was one (1) participant between the ages of 59-79 and represent 13% of the number of participants. From these percentages, most of the participants were between the age of 39 and 59 years. There were followed by those aged between 20 and 39 years and finally by the one age 59 and 79 years. Total percentage of all participants when combined is 100%. Therefore, this study consisted of participants of different ages.

Gender

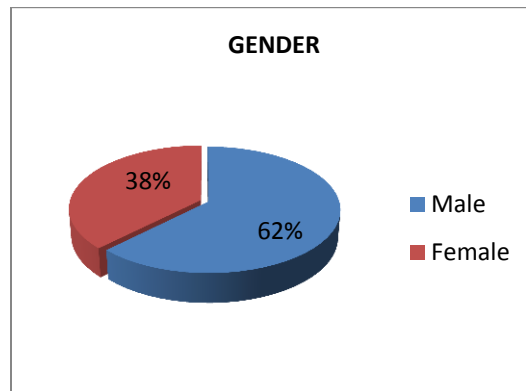


Fig.20

There were five male participants representing 62% of the participants and three females who represented 38%. This shows that the majority of the municipal employees in this study were males.

Race

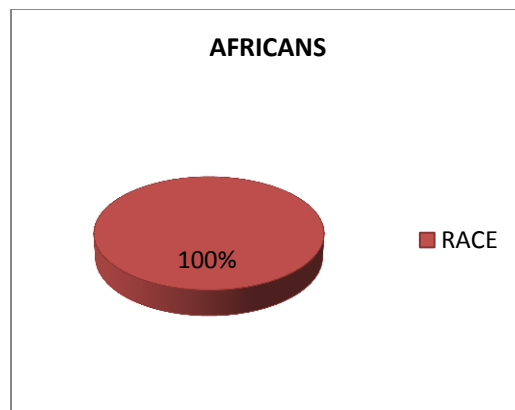


Fig.21

From all participants, there were eight Africans. The total percentage is 100%. This indicates that all of the participants in this study were Africans.

What is your home language?

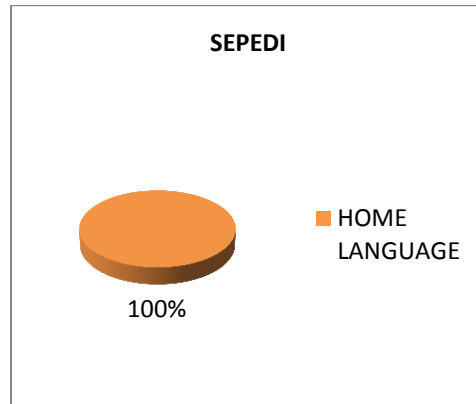


Fig.22

Eight (100%) out of eight (100%) of the participants said their home language is Sepedi. Base on the above percentages it shows that most of the participants in this group from are Sepedi speakers whereas Blouberg Municipality is regarded as multilingual.

What is your position in the municipality?

Different people have different positions in municipality including managers, secretaries et cetera. The number of those who participated in the study are shown in the chart below.

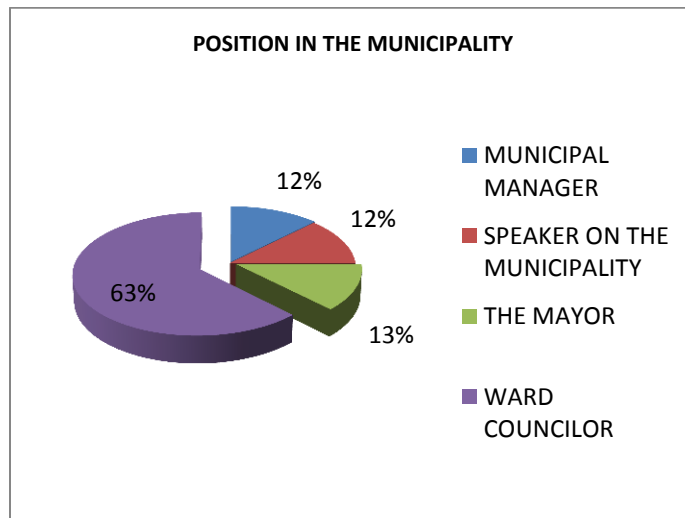


Fig.23

There were eight participants who responded to this question. Five were ward councilors, the other three were the Speaker, Municipal manager and the Mayor of the municipality respectively expressed as percentages, (63%) were ward councilors, whereas 27% comprised the Speaker, Municipal Manager and the Mayor of the municipality.

How long have you been working in the municipality?

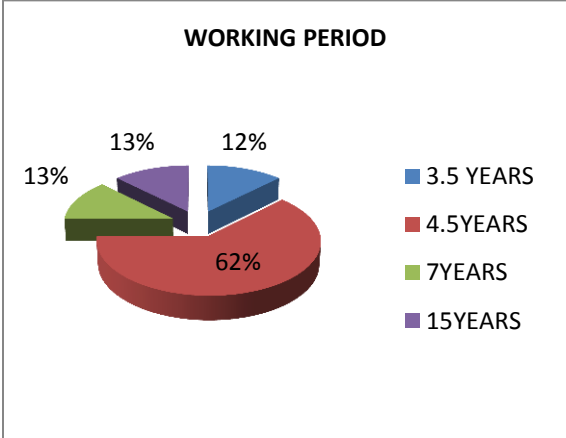


Fig.24

Five (62%) out of eight participants said they had been working in the municipality for 4½ years. The Municipal manager said he had worked for 3½ years whereas the Speaker of the municipality worked for 7 years. The mayor said he had been worked in the municipality for 15 years.

Which languages are spoken in the municipality?

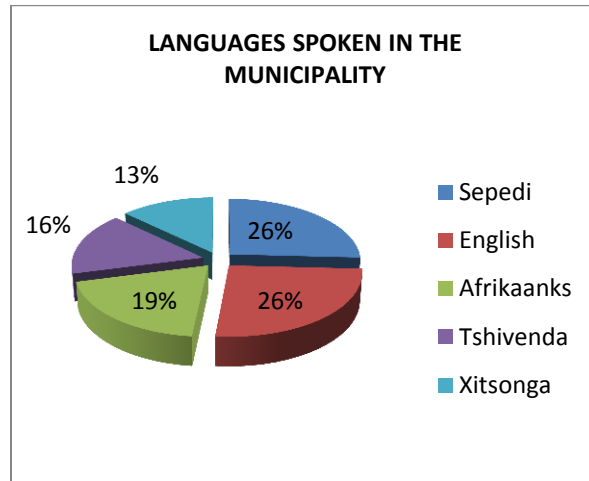


Fig.25

Out of eight participants, eight (26%) said the language that was used in the municipality was Sepedi while the other eight (26%) again said English was also used in the municipality. Six (19%) participants said Afrikaans was used in the municipality while five (16%) said Tshivenda was also used in the municipality. Four (13%) participants said they used Xitsonga in the municipality.

Do you have language policy in the municipality?

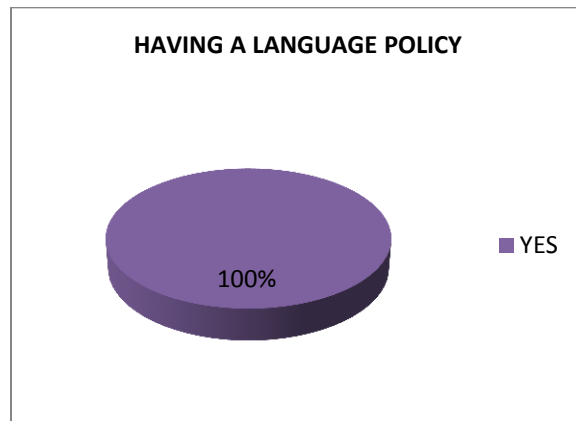


Fig.26

All (100%) participants said there was a language policy in the municipality. They indicated that they were aware of the language policy and that they had seen the document.

Reason for having or not having a language policy

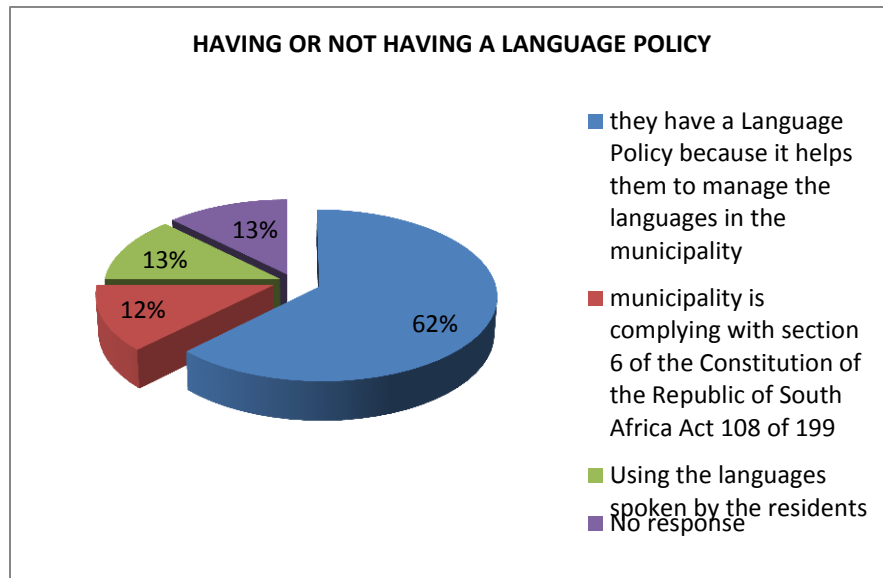


Fig.27

Five (62%) out of eight participants said they had a language policy because it helped them to manage the languages in the municipality. One (12%) of the male ward councilor aged between 20 and 39 years said that “the municipality as a sphere of government was complying with Section 6 of the Constitution of the Republic of South Africa Act 108 of 1996”. The Speaker of the municipality did not answer the question. One of the participants said that the policy helped them to use the languages that are spoken by the residents of the municipality.

What do you understand about Language Policy?

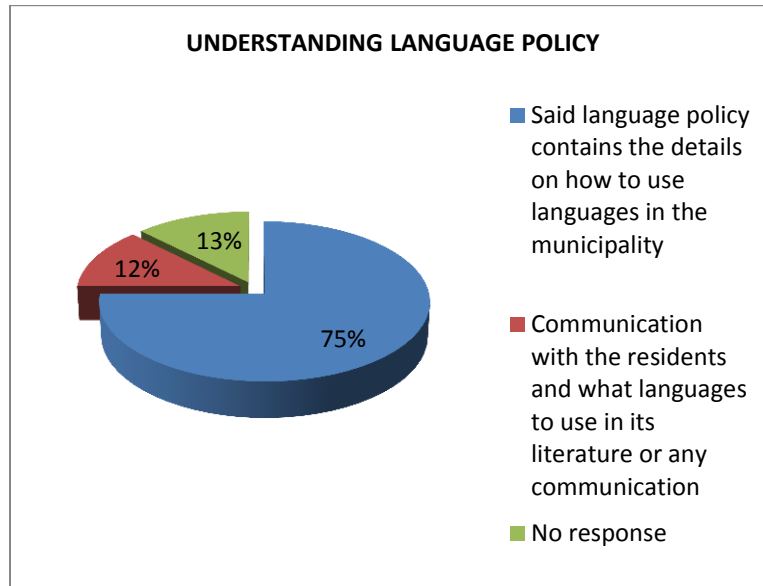


Fig.28

Six (75%) out of eight participants said language policy contained the details on how to use languages in the municipality. The Speaker of the municipality did not answer the question. The mayor of the municipality said “it enshrines how the municipality is expected to communicate with its residents and what languages to use in its literature or any communication”.

Is it being implemented?

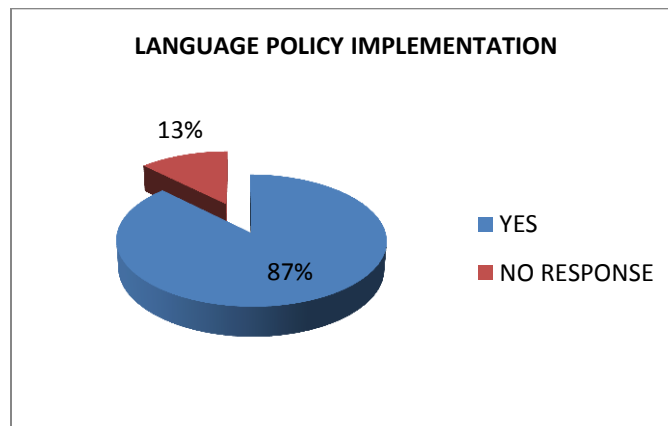


Fig.29

Seven (87%) out of eight participants answered “Yes” to this question. The speaker of the municipality did not answer the question.

What do you understand about language policy implementation?

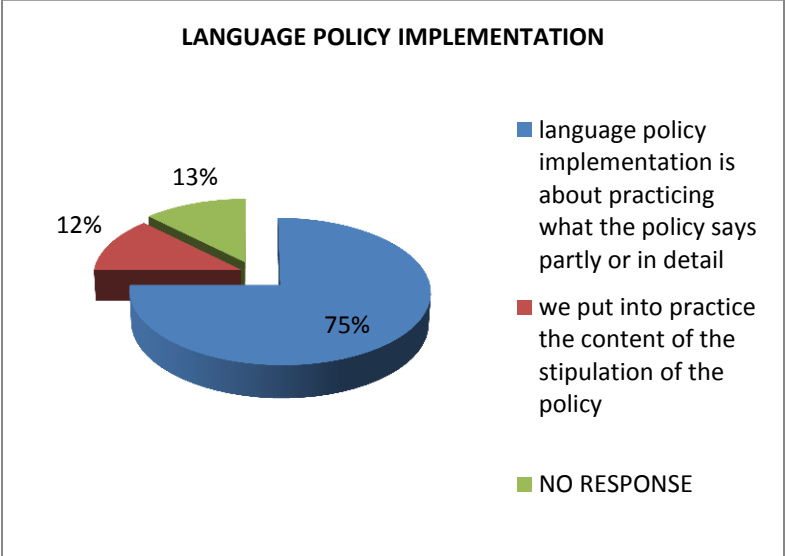


Fig.30

Eight (75%) of ten said language policy implementation was about practicing what the policy says partly. The speaker of the municipality did not answer the question. The mayor of the municipality said “language policy implementation means we put into practice the content of the stipulation of the policy. We have to practice that the languages that our community speaks have to be taken into consideration; their needs have to be met. Firstly by using the languages they understand”.

What are the challenges encountered in implementing the policy?

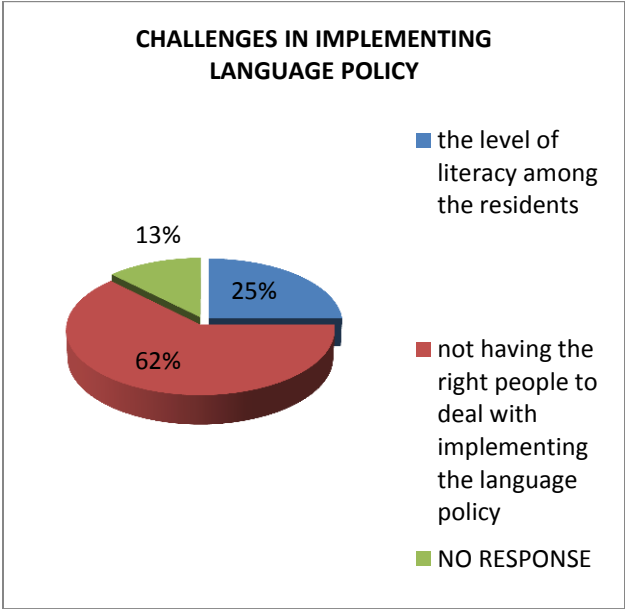


Fig.31

Two (24%) out of eight of the participants said that one of the problems that they encountered in implementing the language policy was the level of literacy among the residents. Five (62%) of the eight participants said not having the right people to deal with implementing the language policy was the main challenge. One of the participants did not give response to the question

How long do you think it should take to implement language policy?

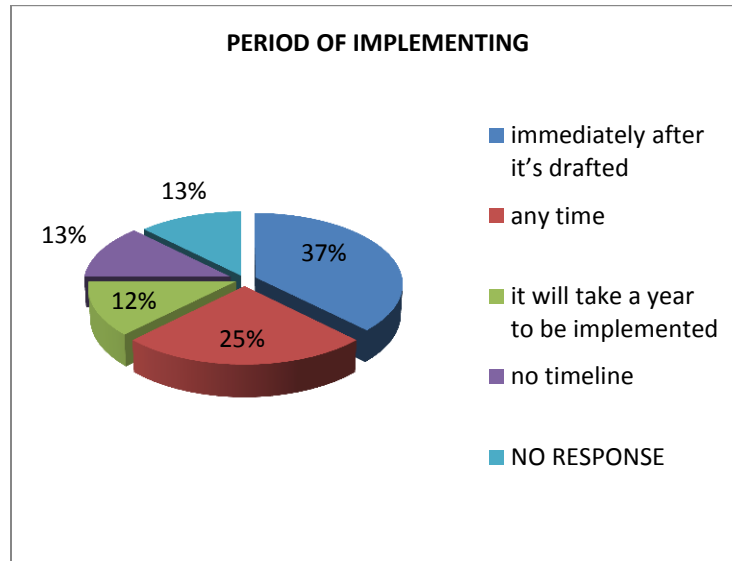


Fig.32

Three (37%) of the eight participants said that a language policy should be implemented immediately after it is drafted, while two (25%) said “any time”. One (12%) participant said it could take a year to be implemented whereas the last participant said there was no timeline. One of the participants did not answer the question.

4.4 Summary of the chapter

This chapter highlighted that the Language Policy of Blouberg Municipality was incomplete and not implementable. The Blouberg Municipality did not follow the correct procedure of designing a language policy. Therefore, the content of the policy was not in line with the provisions as outlined in the Constitution of the Republic of South Africa Act 108 of 1996 and the National and Provincial Language Policy Framework. In addition, the policy had not been distributed among its target users. Most of the municipal employees were not aware of the language policy. As a result, the policy could be regarded as ineffective since the communities of the municipality and employees were not aware of it as the most relevant stakeholders that should be implementing the language policy.

CHAPTER FIVE: SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This chapter serves as a summary of the study. The chapter summarises all the chapters from the beginning to the end. Recommendations are made based on the findings of the study. The recommendations are meant to provide the Blouberg Municipality with possible alternatives that may assist the municipality in developing an appropriate language policy and implementation model.

5.2 Research design and method

5.2.1 Research design

This is a descriptive and observational study based no attempt to change the conditions or behaviour of the study. The researcher used structured and unstructured interviews to collect data from the participants who comprised of the residents (five from each of the five main language groups: Sepedi, Tshivenda, Xitsonga, English and Afrikaans), members of the ward committee, municipal employees, the Mayor of Blouberg Municipality, Municipal Manager, Speaker of the Municipality and Councillors. This enabled the researcher to collect data from a wide spectrum of participants who represented the communities served by the municipality understudy.

5.2.2 Qualitative research method

According to Du Plooy (1995: 33), qualitative inquiry is “analytic and interpretative. It attempts to examine phenomena in a holistic manner”. Qualitative research deals with the quality. 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 review the Language Policy the Blouberg Municipality.

5.2.3 Quantitative research method

According to Daniel (2011:1), quantitative research is “explaining phenomena by collecting numerical data that are analysed using mathematical based methods (in particular statistics)”. It is essentially about collecting numerical data and explaining a particular phenomenon. This method was used to analyse data collected from participants through Statistical Software for Social Sciences.

5.3 Summary and interpretation of research findings

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

- It was evident that the Blouberg Municipality did not use the five official languages of the municipality equally. English is given a high status, while Tshivenda, Xitsonga, Afrikaans and Sepedi are given a low status.
- Furthermore, the Blouberg Municipality did not acknowledge dialects such as Sehananwa and Setlokwa, which are spoken by the majority of the residents of Blouberg Municipality.
- The Blouberg Municipality did not have a language unit that is responsible for the management of languages within the municipality.
- Both the employees and residents of the Blouberg Municipality were not aware of the language policy and also what it represented.
- It was observed that the Language Policy of Blouberg Municipality was incomplete. Important sections such as; historical context, legislative context, aims, establishment of a language unit were not appearing in their Language Policy.
- The study further found out that the Language Policy of Blouberg Municipality had an incomplete implementation plan which consisted of only three sentences.
- The implementation plan did not stipulate the roles and responsibilities on how the implementation was to be carried out.
- The policy was not implemented since 2008. The municipality declared a policy with the intentions 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.

- Blouberg Municipality has recognised five (5) languages (Sepedi, Tshivenda, Xitsonga, English and Afrikaans) as official languages of the municipality. However, the study found that English dominated other four languages which were spoken by the majority of people within the municipality.
- Furthermore, it was noted that Blouberg Municipalities 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 one served as the introduction and background to the study. It discusses aim, objectives, research questions and research methodology used in the study.

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

Chapter three 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 four covered the presentation and interpretation of data. The presentation and interpretation of the data were based on the participants' responses to interview questions.

Chapter five presents the summary, recommendations and conclusion of the study.

5.5 Recommendations of the study

The study recommends the following:

- Blouberg Municipality should acknowledge Sehananwa and Setlokwa as dialects of Sepedi because they are spoken by the majority of the people residing within the municipality.
- The Blouberg Municipality 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 Blouberg Municipality should make it a point that its employees and residents are aware of the language policy and what it represents.
- The Blouberg Municipality should use the five (5) languages recognised by the municipality equally to avoid bias towards use of one language.
- The Blouberg Municipality should 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 Blouberg Municipality should draft a proper language policy that is complete and contains all the sections that need to be included in a language policy.
- The Blouberg Municipality should include a complete implementation plan in their policy which will indicate how the roles and responsibilities will be carried out.
- In addition, it is recommended that a new appropriate model of the Language Policy of Blouberg Municipality be designed and be implemented. This is because the current Language Policy was found to be ineffective and was not being implemented.

5.6 Concluding remarks

This study was conducted in the Blouberg Municipality. There is still a need to conduct such types of study 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.

APPENDIX

Appendix A: Letter of permission from the University of Limpopo

Appendix B: Letter of approval from Blouberg Municipality

Appendix C: Consent form

Appendix D: Questionnaire for residents and ward committees

Appendix E: Questionnaire for municipal employees

Appendix F: Questionnaire for the Mayor, speaker, Municipal Manager and Ward Councillors

APPENDIX C

CONSENT FORM

I agree to participate in the interview/ questionnaire of this research upon the following conditions, and shall freely withdraw from participation should I feel that the conditions are not being met:

1. The researcher has explained to me in the comprehensive terms the nature and purpose of the research
2. The participation is voluntary and I have the right to withdraw without risking and penalty or loss.
3. That I shall remain anonymous in the research and that the raw data from this participation or any other interactions during the research will remain confidential. The data will not be used to disadvantage me, and that no other person other than me, the researcher and the supervisor will have access to the raw data.

APPENDIX D

**RESEARCH QUESTIONNAIRE FOR RESIDENTS AND WARD COMMITTEES OF
BLOUBERG MUNICIPALITY**

PARTICULARS OF THE RESPONDENT

AGE GROUP:

BELOW 20	21-39	40-59	60-79	80 AND ABOVE
----------	-------	-------	-------	--------------

GENDER:

MALE	FEMALE
------	--------

RACE:

AFRICAN	WHITE	INDIAN	COLOURED	OTHER
---------	-------	--------	----------	-------

OCCUPATION: -----

QUESTIONNAIRES FOR RESIDENTS

1. Which language is your mother tongue?

.....

2. Which other languages do you speak?

3. Do you consult in the municipality?

YES

NO

4. How often do you consult?

.....

5. Which languages are they using to help you?

.....

6. Do you understand the language that they are using?

YES

NO

7. Which language do they use to write the documents in the municipality?

.....

8. Do you understand the language they use to write those documents?

YES

NO

9. What do you do with the documents if you don't understand the content?

.....

APPENDIX E

QUESTIONNAIRES FOR MUNICIPAL EMPLOYEES

PARTICULARS OF THE RESPONDENT

AGE GROUP:

BELOW 20	21-39	40-59	60-79	80 AND ABOVE
----------	-------	-------	-------	--------------

GENDER:

MALE	FEMALE
------	--------

RACE:

AFRICAN	WHITE	INDIAN	COLOURED	OTHER
---------	-------	--------	----------	-------

OCCUPATION: -----

1. What is your position in this municipality?

.....

2. How long have you been working in the municipality?

.....

3. Which language is your mother tongue?

.....

4. In which province is your municipality?

.....

5. What are the official languages of your province?

.....
6. Which languages do you use in the municipality?

a. For writing.....

b. For speaking.....

7. Does the community understand the language(s) you use?
.....

8. Do you have language policy in the municipality?

YES	NO
-----	----

9. How long have you had the policy?
.....

10. Is the language policy being implemented?

YES	NO
-----	----

11. Do you have language unit in the municipality?

YES	NO
-----	----

If NO why.....

12. How long has it been operating?
.....

13. How are deaf/blind people served in your municipality?
.....
.....

APPENDIX F

QUESTIONNAIRES: FOR THE MAYOR FROM BLOUBERG MUNICIPALITY, (1) MUNICIPAL MANAGER, (1) SPEAKER OF THE MUNICIPALITY, (1) COUNCILLOR.

PARTICULARS OF THE RESPONDENT

AGE GROUP:

BELOW 20	21-39	40-59	60-79	80 AND ABOVE
----------	-------	-------	-------	--------------

GENDER:

MALE	FEMALE
------	--------

RACE:

AFRICAN	WHITE	INDIAN	COLOURED	OTHER
---------	-------	--------	----------	-------

OCCUPATION: -----

1. What is your home language?

2. What is your position in the municipality?

.....

3. How long have you been working in the municipality?

.....

4. Which languages are spoken in the municipality?

.....

5. Does your municipality have language policy?

YES	NO
-----	----

If YES/NO

why.....
.....
.....
.....

6. What do you understand about language policy?

.....
.....

7. Is it being implemented?

.....

8. What do you understand about policy implementation?

.....
.....
.....

9. What challenges have the municipality encountered in implementing the policy?

.....
.....
.....
.....
.....

10. How long do you think it should take to implement language policy?

.....

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