

**How language policy or practice creates and sustains inequality in
education**

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1. Why language matters
2. Language in education policies
3. What is policy
4. How did Afrikaans develop



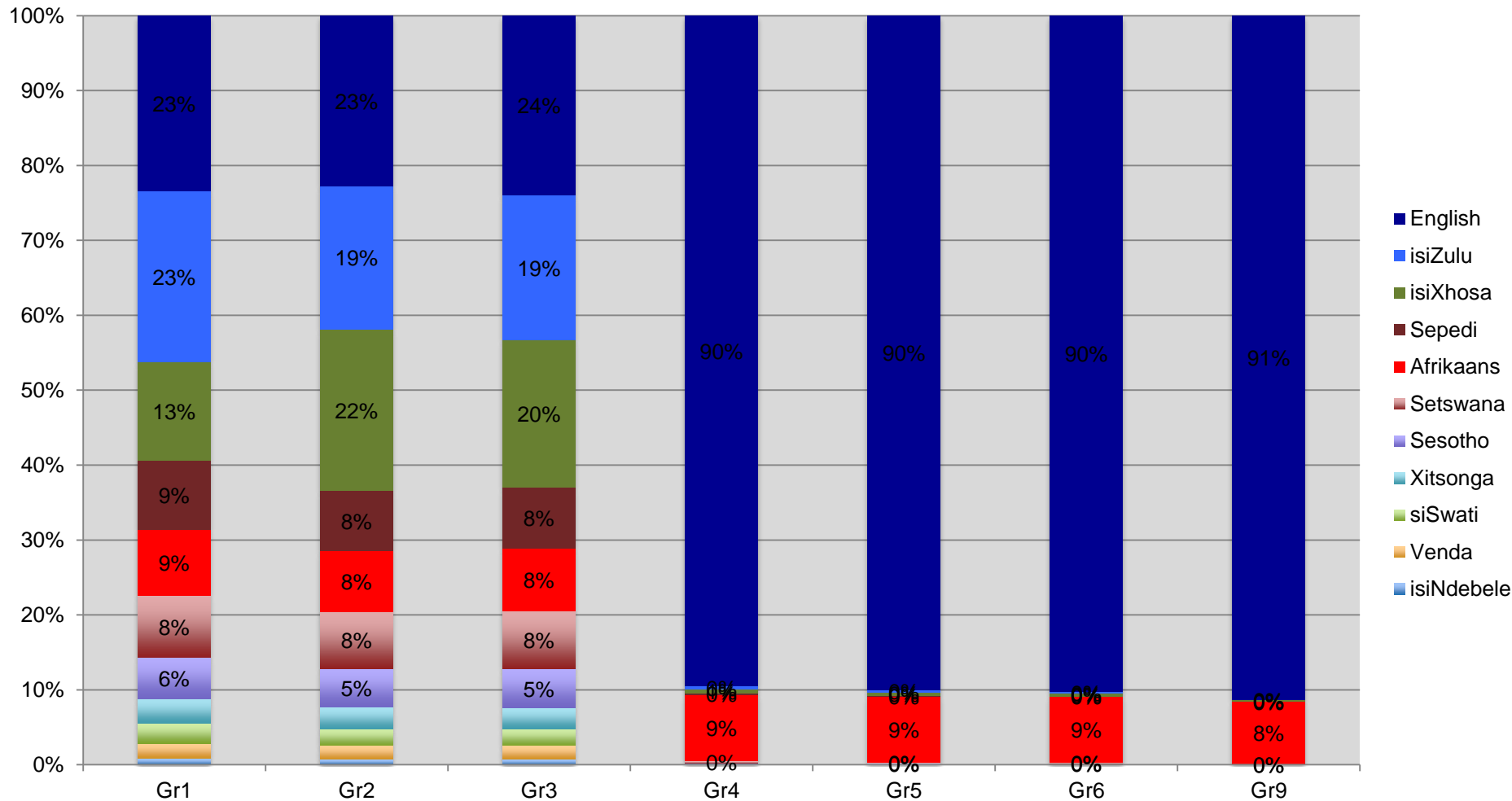
Bantu- Bleek 1850
“a frequently occurring plural
form of the word meaning
person”

**Southern Bantu language family in
South Africa**

Nguni language family
(Conjunctive orthography)
isiZulu
isiXhosa
Siswati
isiNdebele

Sotho language family
(disjunctive orthography)
Northern Sotho
Southern Sotho
Setswana

Non-clustered languages
(Mainly disjunctive orthography)
Tshivenda
Xitsonga



Why language matters

- Majority of learners in South Africa are African language speakers and learn in an African language in the Foundation Phase.
- Clear benefits of initial learning in home language, - applicability to South Africa context have been demonstrated (Taylor and von Fintel :2016).
- **However** learners transition to learning in English in Grade 4 - often a second or third language.
- **Therefore mastery of Home Language and English is necessary** for successful learning

Existing language literature

- Substantial research on **learner performance** and the **quality of learning and teaching** internationally and nationally, however, there is limited research on the **language of instruction**.
- The existing literature and research on African languages has largely focused on:
 - **Language and identity** (Maluleke 2005)-selection of specific words in Bible translations from English to vernacular languages and the commentary on African identity
 - **Power of language in access, identity and social transformation** (Janks & Makalela 2013)
 - A case for the **use of mother tongue instruction** with the use of empirical data (Mackenzie & Walker, Not dated; Taylor & von Fintel, 2016; World Bank, 2005)

Existing language literature

- More research has been completed on English and Afrikaans than on African languages, this is disproportionate to the demographics of the South African languages (De Vos, Van der Merwe, & Van der Mescht 2015)
- Linguistics research on African languages is on macro approaches with **little focus on phonological, morphological and syntactic processes** in reading, which are distinct and fundamental for reading in African languages
- Work completed and the existing gaps are well documented in a recently compiled annotated bibliography on reading in African languages (Pretorius, 2018)

There is, therefore, a clear gap in African languages research, particularly focusing on reading and its application to policy and practice.

Language in education policies



What are the education policies on language?

National Education Policy Act (NEPA) 1996

- Determination of national education policy by Minister of Education after consultation with provincial heads
- Function of the Minister as determining the language
- Functions of provinces as coordinating administrative actions and implement national policy

South African Schools Act (SASA) 1996

- Minister determines norms and standards for language policy in public schools.
- School Governing Bodies (SGBs) determine the language policy of the school

What are the education policies on language?

Norms and Standards for Language Policy in Public Schools 1997

Learners may study in their Home Language from Grade 1-6

Additive multilingualism approach, where mastery of the Home Language arguably enables learning additional languages.

Parental choice through school selection based on LOLT

SGB determining school language policy but also promoting multilingualism

Additional provisions:

- Need for research to continuously inform this policy
- Development of all 11 official languages
- Development of programmes for the redress of all African languages

What are the education policies on language?

Basic Education Laws Amendment (BELA) Bill

- SGB **must** submit the language policy of a public school and amendment to provincial Head of Department for approval
 - May reject or make recommendations
- Amend language policy every 3 years – or when necessary/requested by provincial HOD
- HOD may **direct** a school to offer more than one language
 - Inform SGB in advance
 - SGB should hold public consultations/hearings
 - Final public declaration of the decision
- **Considerations:** Constitution, and equity; number of learners speaking the language, effective utilisation of resources; and general language needs of the broader community.

What are the education policies on language?

Incremental Introduction of African Languages (IIAL)

- Introducing marginalised official languages in all the schools that are currently not offering any African language, other than Afrikaans
- **Social cohesion – who and how?**
- Grade 1 to 12 as an additional subject and language - First Additional versus Second Additional
- Increasing the school day by 2 hours at least
- **Policy changes** : CAPS and NSC
- **Resource changes**: Material
- **Allocation changes**: Teacher allocations, classroom ratios

1.

The problem-oriented
policy approach

2.

Legislation and policy

3.

Policy as text and
discourse



1.
**The problem-
oriented policy
approach**

The problem-oriented policy

Lasswell (Farr, Hacker, & Kazee, 2006; Lasswell, 1956)

- Shifting political science from an elite privilege focusing on advising those in power and academia
- Not studying policy for its own sake but rather as an explicit effort to respond to societal problems
- Four common traits, namely, **context relevance, problem-orientation, a multi-disciplinary focus** and **scientific rigour**.
- Identified language as a **creator of social experience**, and as **a way to construct and interpret reality**, making substantial contributions to **creating a language for public policy**



2. Legislation and policy

Legislation and policy

- Public policy decisions are often articulated through executive statements or decrees, policy papers, written plans or administrative orders (Mugabe, n.d.)
- According to DBE (2019) there is a distinction between laws, namely, legislation, statutes, regulations, and by-laws as policy instruments.

What is a Bill?

- Draft version of a law mostly drawn up by a government department under direction of the relevant minister or deputy minister.
- Bills must be approved by the Cabinet before being submitted to Parliament.



Legislation

Legislation (statutory law) **is law** which has been promulgated (or "enacted") by a legislature.

- Law is a **system of rules**, usually **enforced through a set of institutions** to regulate human conduct.
- Constitutional law provides a framework for the creation of law
- There are different types of laws namely, contract law, property law, trust law, criminal law, constitutional law and administrative law.

One of the most important *instruments of government* in **organising society** and **protecting citizens**. It determines amongst others the **rights and responsibilities** of individuals and authorities to whom the legislation applies

Legislation and policy

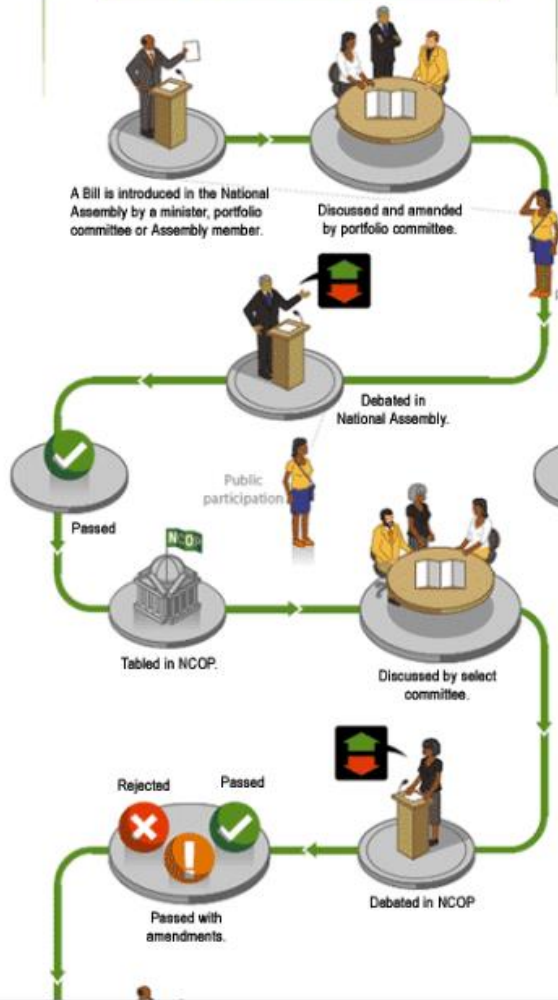
How a Law is Made?

- **Parliament** is the national legislature (law-making body) of South Africa.
- Major functions is to pass new laws, to amend existing laws, and to repeal or abolish old laws.
- Guided by the Constitution, **applies to all law and conduct within South Africa.**

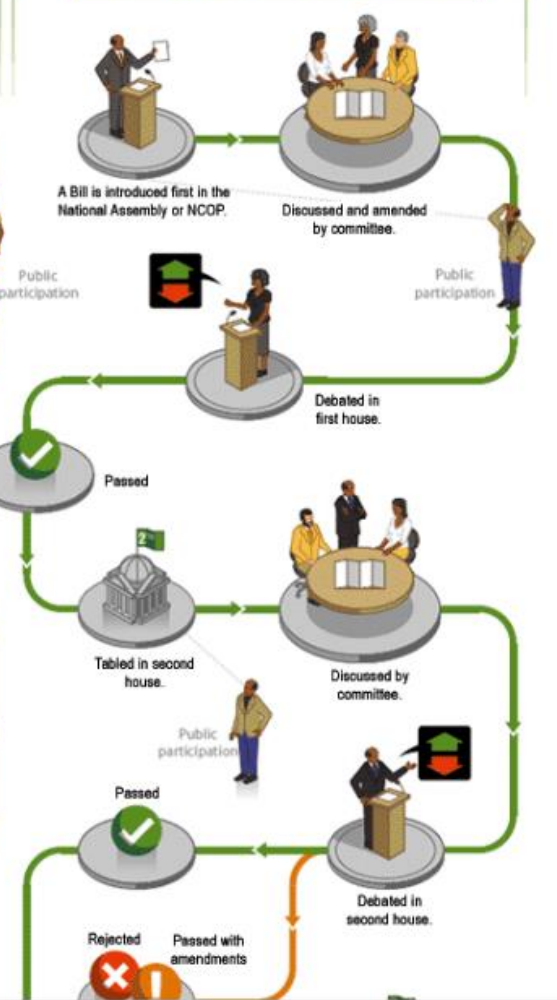
Who Makes the Laws?

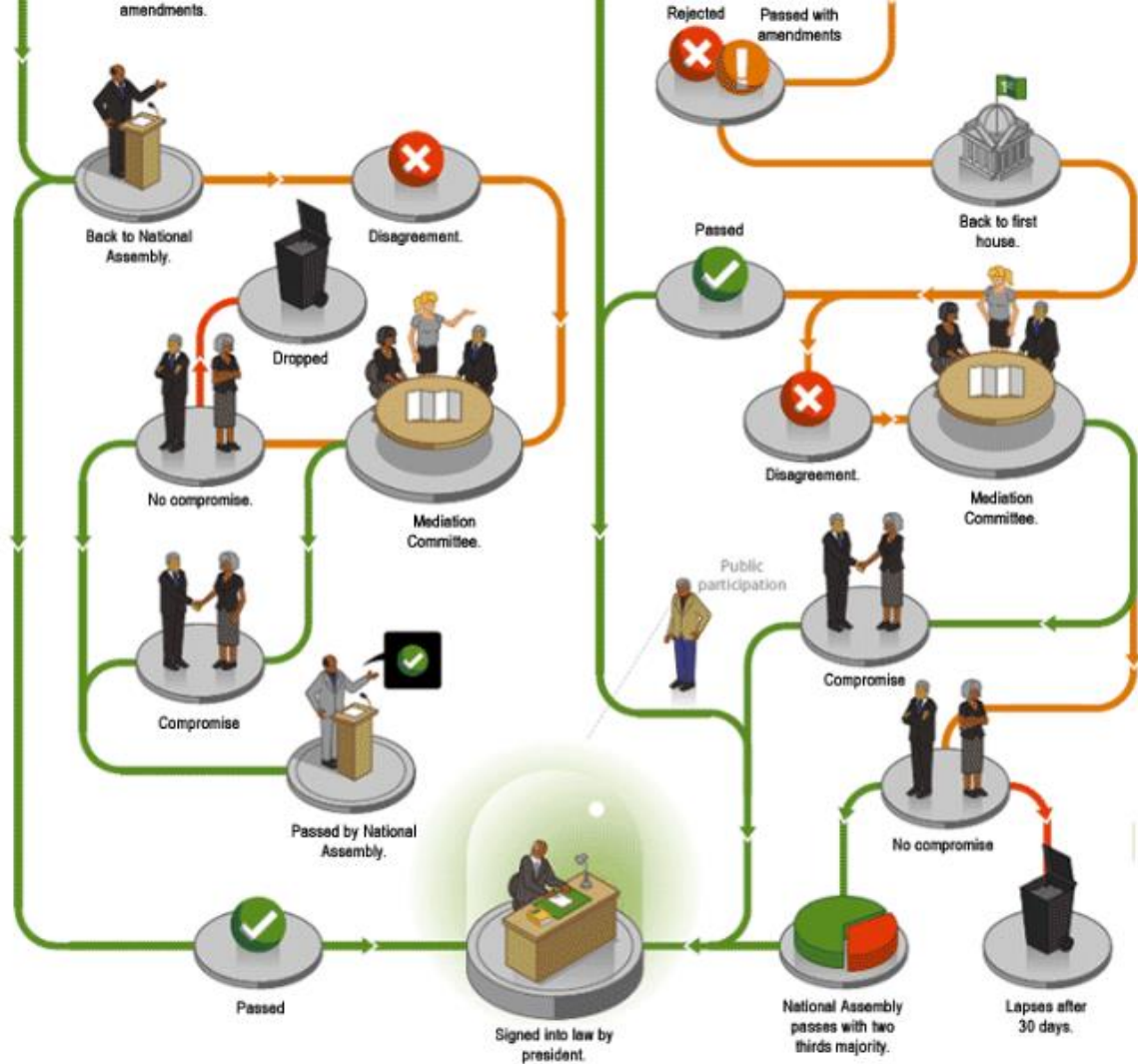
- Both Houses of Parliament, the National Assembly (NA) and the National Council of Provinces (NCOP), play a role
- A Bill/ draft law can only be introduced in Parliament by a Minister, a Deputy Minister, a parliamentary committee, or an individual Member of Parliament (MP).
- About 90% of Bills are initiated by the Executive.

Section 75 bills
- ordinary bills not affecting the provinces -



Section 76 bills
- ordinary bills affecting the provinces -





Both national and provincial legislature

Both national and provincial executive

3 Branches of government

Legislative

Executive

Judiciary (only national)

3 Tiers of government

National

Provincial

Municipal

Parliament

National Assembly

National Council of Provinces

President

Executive branch (Ministers)

Constitutional Court

Supreme Court

High Court

Magistrates Court

*Distinctive,
interdependent,
interrelated*

DBE

9 PEDs

75 Districts

26 000 schools

*Laws are applicable to the
whole country*



Government institutions



Social institutions



*Policy is governments
implementation of programmes
applicable only within
institutions*



3.
**Policy as text
and discourse**

Policy as text and discourse

- Policy as contested representation encoded and decoded in complex ways (Ball, Bowe et al)
- “always in a state of 'becoming', of 'was' and 'never was' and 'not quite’”
- Very act of writing policy results from contestation and thus a compromise between different interest groups
- The formal policy document is an incomplete understanding of policy.
- Policy is reinterpreted by readers, implementers and critics and thus policy is constantly being reshaped

The development of Afrikaans



How did
Afrikaans
develop?

Governance
and politics

First colonisation (Dutch)

- Introduction of Dutch then Afrikaans as official language

Second colonisation (British)

- English enforced as the official language

Great Trek (Pretoria)

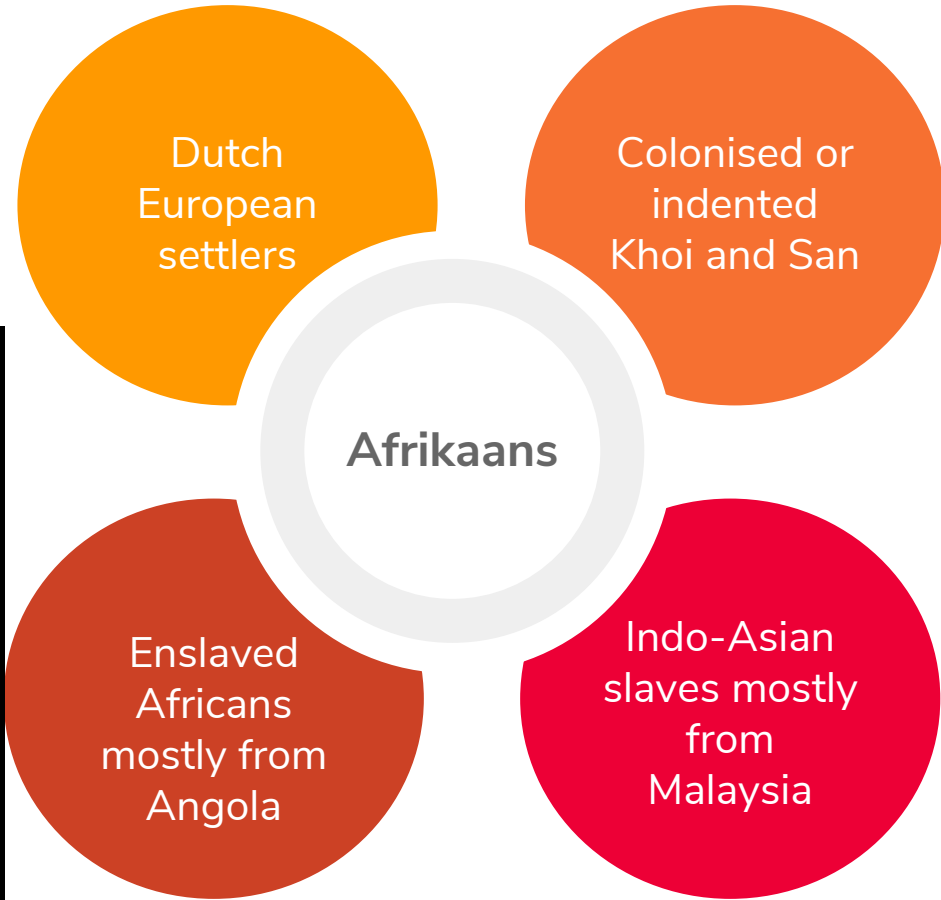
- Afrikaans as the official language

Third colonisation (Apartheid)

- Afrikaans as official language

How did Afrikaans develop?

- A doggerel poetry verse in 1795,
- Transcribed dialogue by a Dutch traveler in 1825,
- Letters to newspapers in 1830,
- Texts used in the mosque based on Arabic orthography within the Cape Muslim community



How did Afrikaans develop?

Society and politics

- Specific establishment of Naspers to support Afrikaner nationalism
- Die Burger daily newspaper edited by DF Malan later became Prime Minister in 1948
- Genootskap van Regte Afrikaners (Society of True Afrikaners) with explicit to establishing Afrikaans as a language as an official language
- Identified three types of Afrikaners, those with Afrikaans hearts, those with Dutch hearts and those with English hearts
- the Eerste Beginsels van die Afrikaans Taal (First Principles of the Afrikaans Language)
- Over time it printed more than 93,650 Dutch and 81,000 Afrikaans books.

How did Afrikaans develop?

Society and politics

- Jong Suid-Afrika (Young South Africa) which later became the Afrikaner Broederbond (Afrikaans brotherhood)
- Afrikaner nationalism, maintaining an Afrikaner culture, developing an Afrikaner economy, and gaining control of the South African government.
- Federasie van Afrikaanse Kultuurvereniginge (FAK - Federation of Afrikaans Cultural Societies)
- Aim was to extend its influence and political activism while Broederbond focused on politics
- Clear cultural, societal, media under strong political leadership and processes

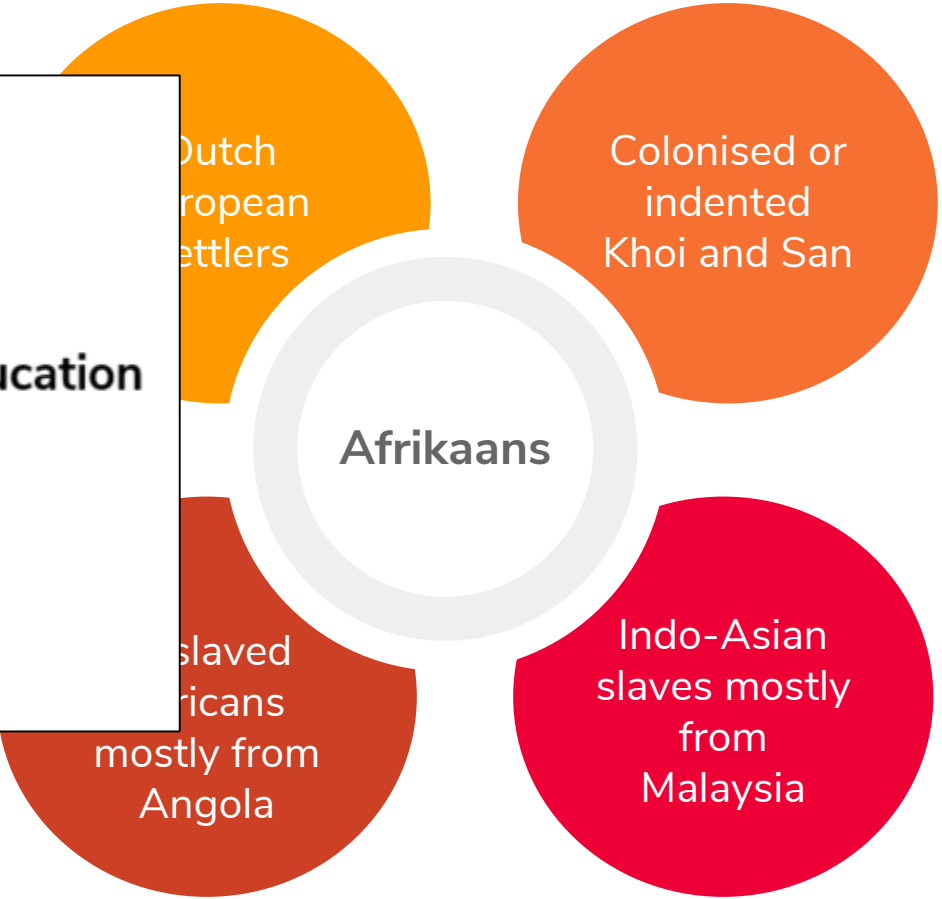
Theory of language planning



“

That language planning should serve so many covert goals is not surprising. Language is the fundamental institution of society, not only because it is the first human institution experienced by the individual, but also because all other institutions are built upon its regulatory patterns . . .To plan language is to plan society. (Cooper 1989: 182)

- **Language purpose**
- **Language use**
- **Development in relation to education**
- **Relationship to economics**
- **Role of social integration**



Concluding
remarks

Language
policy

Desirability

community believe in the
policy goal

Tolerability

The policy is resource-
sensitive or viable within the
context.

Effectiveness

The policy achieves its
objectives

Justness

whether the policy is fair and
equitable

L1	Primary school								Secondary School			
L2	1	2	3	4	5	6	7	8	1	2	3	4
Immersion	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
transitional early exit	Orange	Orange	Orange	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
transitional late exit	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Blue	Blue	Blue	Blue	Blue
additive	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange	Orange
					Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue

- Language purpose
- Language use
- Development in relation to education
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- Role of social integration



Southern Bantu language family in South Africa

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