



Implementing multilingualism in the Emfuleni Local Municipality for communication purposes with the residents of Bophelong Township

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Dissertation submitted in fulfilment of the requirements for the
degree

Master of Arts in Comparative African Languages and Literature
at the North-West University

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Graduation ceremony: April 2019

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DECLARATION

I, Lebona Cedric Mafisa, declare that **IMPLEMENTING MULTILINGUALISM IN THE EMFULENI LOCAL MUNICIPALITY FOR COMMUNICATION PURPOSES WITH THE RESIDENTS OF THE BOPHELONG TOWNSHIP** is my own original work and that all sources I have used or quoted have been indicated and acknowledged by means of complete list of references.

.....

Signature

.....

Date

ACKNOWLEDGEMENTS

I wish to thank the Almighty God for his grace and mercy over me throughout my life generally and during this study in particular.

My supervisor, Dr J Seema for his guidance and assistance. I would also like to thank Prof T Selepe, Prof JM Lenake and Prof Susan Coetzee- van Rooy for their encouragement, support and timeous feedback which ensured that I stayed focused even during the most difficult times of this research.

The National Department of Arts & Culture, National Arts Council and the North- West University for financial support for all the years to complete this project. Colleagues who assisted in one way or the other and the NWU (Vaal Campus) Library staff for their unwavering support.

My dearest wife, Lomile Elizabeth Mafisa and beloved sons, Molemo and Neo for their understanding and always providing the conducive environment to study and produce this work; I owe them quality time.

ABSTRACT

This study is an investigation into the use of different languages between local government and the community. The purpose is to examine the implementation of multilingualism by Emfuleni Local Administration and the benefits that the community can derive if the municipality is communicating with them in the languages they understand the most.

The researcher reflects on the studies undertaken in other municipalities and the outcomes thereof, particularly Metropolitans, to be able to enlighten policy makers about the importance of language planning, budgeting and implementation process.

Language usage is a right of all the citizens of South Africa enshrined in the Constitution of the Republic of South Africa (Act 108 of 1996) which is the supreme law of the country.

The study is further pursuing the questions: Why do we continue to allow African languages to be firmly placed at the bottom of the language hierarchy and receive auxiliary status all the time? The number of studies and literature consulted in this study indicates that this stops the opportunities for functional development of almost all the African languages. This also brings to a standstill linguistic competition between languages for access to new domains.

The participants' responses shed light on language attitudes, language choice and language use either verbally or in writing in the Emfuleni Local Municipality.

KEY WORDS: Multilingualism, diversity, service delivery, policy of multilingualism, implementation, indigenous languages, communication, residents.

SUMMARY OF THE DISSERTATION

The study investigates the implementation of multilingualism in the Emfuleni Local Municipality for purposes of communication with the residents of the Bophelong Township.

This study consists of five chapters. Chapter one is the introductory chapter. It identifies the problem, highlights its aims and objectives. It presents the key concepts used and concludes with the scope of the study.

Chapter two gives an overview theoretical framework and it contains literature review. It provides general discussions and views by other researchers with an explanation with regards to the nature of language set up in South African Municipalities and challenges faced by African languages in those Municipalities.

Chapter three entails research methodology used, research paradigm and how participants were selected, the value of multilingualism in the public service, that is, local municipalities and different public services.

Chapter four focuses on presentation, analysis and interpretation of data.

Chapter five is the final chapter of the study. It encompasses a general conclusion that is informed by the findings of the study undertaken. It concludes with the suggestions and recommendations for future research in the field of multilingualism.

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CHAPTER 1: INTRODUCTION

The aim with this chapter was to achieve a number of objectives. Firstly, the researcher attempted to orientate the reader to the study. The study investigated the implementation of multilingualism in the Emfuleni Local Municipality for communication purpose with the residents of the Bophelong Township. Its focus was to highlight the use of African language alongside English as there is a need to justify how these languages can be used in assisting service delivery.

1.1 TITLE

Implementing Multilingualism in the Emfuleni Local Municipality for communication purposes with the residents of the Bophelong Township

1.2 CONTEXTUALISATION

The Emfuleni Local Municipality is a multilingual area; this study will add data to the research projects that have already been done by Prof. Susan Coetzee- Van Rooy in this region.

The community of Bophelong is well-known for its multilingualism and multiculturalism. The researcher worked together with residents to understand how multilingualism is implemented in this community for communication purposes.

Multilingualism is a widespread geographical phenomenon and multilingual speakers can be found in all parts of the world. At a societal level, multilingualism can often be found at different levels: in the family, at work and in education. Multilingualism can be developed in early childhood or later on in life, and it can involve a limitless combination of languages (Cenoz, 2013).

For many centuries, extensive contact and co-operation between the speakers of different languages in the Emfuleni Local Municipality have been the norm. There are many other examples of individual, societal or functional multilingualism in the Emfuleni Local Municipality. One reason for the existence of these forms of multilingualism was that it was simply a necessary precondition for mastering the various tasks in everyday life (for

example, the need for using languages other than one's own in the fields of trade, jurisdiction, the church or in bookkeeping)

Functional multilingualism in general, for example, the usage of a 'lingua franca' as a language of administration or instruction, or command of an academic language was a natural part of everyday life and guaranteed that one could master various domains of work, trade and religion without greater problems. The main point was to achieve effective communication, e.g. at the workplace and not a 'perfect' multilingualism in every respect.

Multilingualism may be approached either as an individual phenomenon referring to a person's competence, or as a societal phenomenon referring to the language situation of a given community.

Clyne (1997:301) proposes to make a differentiation between the two concepts by keeping 'multilingualism' for the societal or national level and using 'bilingualism' at the individual level because "while there are probably more bilinguals in the world than monolinguals, there are not perceived to be so many people who use more than two languages habitually." Thus, the prevalent definition of multilingualism would be the competence to use regularly more than one language regularly.

Additionally, intra-group (or within-group) multilingualism is what was dealt with in this study. Following Fishman (1972a: 437), the intra-group multilingualism is related to "those multilingual settings in which single population makes use of two (or more) 'languages' or varieties of the 'same languages' or varieties of the 'same language' for internal communicative purposes."

1.3 PROBLEM STATEMENT

A multilingual dispensation for South Africa is aimed at facilitating economic access, participation and output, especially for speakers of previously marginalised languages, and therefore helps redress past economic injustices while providing economic opportunities.

Use of Official Languages Act 12 of 2012 (UOLA) requires public entities like municipalities to use selected official languages, amongst other things, to effectively communicate with the public and when compiling forms.

This research project primarily took place in the Emfuleni Local Municipality –Bophelong Township, which is situated in the Gauteng Province of the Republic of South Africa.

The aim of the study was to tap into the already- functioning multilingualism in this area in relation to service delivery. Prof. Susan Coetzee-Van Rooy's research project (2013) *“Explaining the ordinary magic of stable African multilingualism in the Vaal Triangle region in South Africa”* and also *“Flourishing functional multilingualism: evidence from language repertoires in the Vaal Triangle region* has already explored multilingualism in this region.

It is a well-known fact in sociolinguistics that people function naturally in bi-or multilingual settings (Thomason, 2001: 35). There are many societies whose cultural values favour multilingualism. To learn and use a new language not only increases one's own communication skills, but also results in cultural enrichment, tolerance and openness towards other cultures. Another fact about multilingualism is its uneven distribution.

In House's (2008:65) opinion, “high levels of competence in more than one language tend to occur primarily with persons who live in smaller member-states with more than one official language and whose mother tongue belongs to the lesser-used languages.” Since the norms and relations supposed to determine multilingualism have not been agreed on, it would seem reasonable to adopt a functional approach to explore the salient types of language use in multilingual contexts at macro level and, additionally, shed light on language behaviour.

As Fisherman (1978: ix) indicated “The unity of mankind must be built upon a recognition and acceptance of mankind's diversity of one social group or another; upon the diversity that exists internally in each group itself. It is the diversity that exists internally in each group itself.

It is this diversity of both kinds that creates and recreates societal multilingualism and that makes it part and parcel not merely of society but of humanity per se. Multilingualism refers here exclusively to the presence of several languages in a given space, independently of those who use them; for example, the fact that two languages are

present in the same geographical area does not indicate whether inhabitants know both languages, or only one”.

Based on the above outlined purpose, this study was guided by the following central/main questions:

- a) Does multilingualism have a central role to play in efficient and effective service delivery in the Emfuleni Local Municipality?
- b) How is the interaction between the municipal officials and the residents using the languages spoken in the area?

1.4 OBJECTIVES

In order to realize the aim of the study, the following objectives were pursued.

- To explore the interaction between the municipality and the residents using the different languages spoken in the area.
- To examine whether multilingualism also has a role to play in processes that engender a culture of constitutionalism, especially when constitutionalism is conceptualised as democratisation of Government, which involves processes such as consultation and participation as discussed above.

1.5 LITERATURE REVIEW

The aim of this literature review was to identify unresolved issues and to identify, from existing research, whether a pattern of maintenance or shift is representative of multilingualism in the Emfuleni Local Municipality.

Van Rooy’s research method (2012) involved the adaptation of a language history or experience questionnaire designed by bilingualism researchers to describe the language repertoires of a large population of multilingual students.

She further indicates that “In this process we need to keep in mind the insight of Ayo Bamgbose (1994: 34) that a well-integrated citizen in Africa is a multilingual citizen” (Coetzee-Van Rooy, 2010: 25). There is a gap for further research on this multilingual citizen, therefore, this study aimed at the implementation of multilingualism in Bophelong Township should assist language planners in understanding new potential ways of language maintenance.

In recent times both the awareness of multilingualism and research in this area have become increasingly conspicuous. A significant number of books that look deeper into various aspects of contemporary multilingualism and third language acquisition have appeared.

De Angelis (2007), on third or additional language acquisition, Jessner (2006), on language awareness, Ringbom (2007), on cross-linguistic similarity in foreign language learning, Cenoz (2009), on multilingual education, Lasagabaster and Huguet (2006), on language attitudes and use of multiple languages in European context and the Handbook of Multilingualism and Multilingual Communication by Auer and Li Wei (2007) are some of the recent and the more prominent ones (Aronin & Hufeisen, 2009).

Early researchers of multilingualism and multiple language acquisition such as Braun (1937) or Vildomec (1963) did not study the phenomenon systematically but they identified it as a field of study in its own right. They were also the only ones who did not concentrate only on the negative side of the existence of multiple languages in the learners' repertoires, but they also emphasised the positive effects of being multilingual, such as enjoying a broader knowledge about cultures.

Wandruszka published many books and articles (one of the earliest in 1979) about the inherent multilingualism in each learner and referred to variants such as dialects, variants in different situations and with different situations and with different communication partners (Aronin & Hufeisen, 2009).

For genuine equality of opportunity and participation in democracies, people's right to use and maintain their mother language is a prerequisite. A multilingual dispensation is therefore conceptualised not only as a means of redressing the language-related social political injustices of the past, but also as a means of engendering a culture of consultation and participation in the nascent emerging democracy.

The increased opportunities for individuals to become bilingual and multilingual is one of the most significant social changes in the last two decades. It has never been easier for people to encounter and learn new languages in schools, through professional contacts,

on the internet, through music, arts and other forms of entertainment and in every social interaction. Contacts with people who speak languages other than one's own is increasingly becoming part of the daily routine (Romaine, 1994).

Multilingualism in turn brings new opportunities to both the individual and society. Multilingualism offers society a bridge-building potential – bridges between different groups within the nation, bridges between groups beyond the artificial boundaries of a nation and bridges for cross-fertilisation between cultures.

Multilingualism prompts society to rethink the relationship between unity and diversity, to come round for the idea of peaceful co-existence between different linguistic and cultural groups and to observe the rights and obligations of one another. Far from being a problem, multilingualism is part of the solution for our future. Social stability, economic development, tolerance and cooperation between groups are possible only when multilingualism is respected (Romaine, 1994).

Societies become multilingual due to various reasons. Some of the most obvious ones include migration, cultural contact, annexation, colonialism as well as “the commercial, scientific, and technological dependence of the speakers of certain languages on the speakers of other languages” (Sridhar, 1996:48; Clyne,1997:302). Regardless of its origin, societal multilingualism reveals a dichotomy between its officially declared status and its *de facto* condition, which usually may be defined as a situation in which “territorial unilingualism exists under federal multilingualism” (Romaine, 1994:35).

In fact, societal multilingualism hardly carries any implications for individuals, most of whom never becomes bilingual to any noteworthy measure. Notwithstanding this, or perhaps because of this, multilingual situations may be distinguished by a varying degree of stability.

Stewart (1970:541) argues that stable multilingual situations build on the geographical, social or functional non-competitiveness of different linguistic systems. If such a complementary correlation is disturbed, the consequences may include language conflicts, or the process of language shift may be triggered, leading to language death in extreme cases.

Multilingualism in Emfuleni Local Municipality may be perceived from two radical viewpoints, i.e. a serious communication problem, or as an inherent value of social and political life. In this context, Stewart (1970: 532) mentions two fundamentally different policies depending on which outlook on multilingualism has been adopted.

In the first case, national/local governments may try to aim at establishing one language at the cost of eventual elimination of other languages by law or by educational programmes. Or, in the other case, public authorities may decide to recognise and preserve two or more languages for official purposes and for intra-national communication. Stewart (1970:532) concludes: 'the first of these policies clearly aims at eliminating linguistic diversity,' whereas the second approach is more tolerant of multilingualism, and usually represents an official policy of recognizing cultural pluralism as a fundamental characteristic of the nation.

Referring to the latter policy, also Trier (1997:97-98) speaks out in a multilingualism-friendly spirit by emphasising the social dimension of multilingualism practices. Thus, multilingualism is one of the significant and distinguishable features of the political, social and economic quality of life in the coming century. The entire culture of democratic consensus and activity is validated by multilingualism. It also leads to eliminating social and economic inequality.

Issues relating to such areas as immigration, acculturation, social identity and ethnicity, especially as dealt with in the domains of sociolinguistics and the sociology of language, are all connected with language as a tool. Researchers in these fields investigate the functions of languages and their role for individuals and groups, approaching language in the perspective of a tool for survival and for sustaining human society.

Language is considered to be instrumental, for example, in the negotiation and renegotiation of identity, in personal development, in maintaining well-being, in attaining educational and career goals, in carrying out and disseminating research and also for working towards peaceful coexistence.

Concerning multilingualism, Edwards (2007:462) sees this as a vital part of “social life of language”. The idea of an intimate connection between language arrangements and the development of human society can be seen in Gumperz’s claim that “community bilingualism, speech stratification, or major stylistic variance seems to become possible only as the economic base expands to allow economic stratification” (Gumperz 1971:106). Aronin, for her part, has suggested that only economic, but generally the social nature of language ideas about roughly parallel stages of societal evolution and origination, varying under changing historical circumstances (Aronin & Singleton, 2005: 27).

The legacy of negative attitudes towards multilingualism however lives on. Pattanayak (1985), for instance, analyses the attitudes of a range of modern scholars: recent work in this area has equated linguistic diversity with linguistic and economic backwardness, presented a casual relationship between multilingualism and low levels of Gross National Product (GNP) or economic underdevelopment, advocated that a common language would make for a more unified and cohesive society; and asserted that monolingualism is a necessary precondition for modernism.

It has also been claimed that complete equality of status is possible only in countries that have one or at most three languages and that, in a modern society; two languages are a nuisance, three languages are un-economic and many languages are absurd. In reply, Pattanayak (1987) argues that in a multilingual reality, many languages are a fact of existence, any restriction in the choice of language is a nuisance, and one language is not only un-economic but absurd.

The languages of a multilingual – whether comprehensively mastered, or on the way to being acquired – function in interaction with each other, particular languages frequently having specific roles. In the case of a sequential multilingual, his/her mother tongue will normally come into play, for example, in emotional, intimate situations and will typically be used for counting, studies, work, or travels may require the use of a different language, yet another may be used to communicate with wider family or older generation.

1.6 RESEARCH METHOD

According to Creswell (2003:5-10), research methodology can be described as the strategy or plan that clearly outlined how the research will be conducted within the structure (research design).

Over the last decade, research on multilingualism has grown and has provided researchers with new insights into the mechanisms at work in the multilingual brain.

Although there is little agreement among papers concerning specific regions that are structurally different in monolinguals and multilinguals, publications do show differences. Similarly, there are studies reporting somewhat different regions called upon for processing a given language in multilinguals compared to monolinguals (Higby: 2013: 68).

Research on multilingualism may be seen as heterogeneous or even disorganized because it is based on different theoretical frameworks and uses a wide range of methodological approaches. However, this is to be expected if we consider that research on multilingualism is studied by experts in linguistics, neurolinguistics, sociolinguistics, psycholinguistics and education, among others. Multilingualism has multiple facets and researchers in all these areas have different goals when they try to test hypotheses or answer research questions (Cenoz: 2013).

In the light of today's increasing global mobility, it is more important than ever to ensure that minority and regional languages are guaranteed protection to ensure their continued survival and further development. In these times of increasing sensitivity towards cultural/linguistic diversity, various multilingual individuals and groups, once regarded as peripheral, marginal or minority groups or exceptions, are moving to the centre of the political spotlight. The researcher investigated how speakers in Emfuleni Local Municipality dealt with several languages at once and how they cope with the difficulties these language choices and priorities sometimes cause in language border areas.

1.6.1 Research design

The researcher used questionnaires as sources of data for analytical study. The residents and some officials employed in the municipality were the subjects for the study. The

researcher directly approached some ratepayers and officials particularly at civic centre offices where payments are made because the interaction can be captured on the spot.

Knowledge is produced by exploring and understanding the social world of the people being studied, focusing on their meanings and interpretations. The design provided an understanding of a sustained process, focused on lived experiences, placed in its context which honours participants' local meanings. Participants' viewpoints and stories were interpreted so that knowledge could be provided that targets social issues, questions or problems and therefore serves humankind (Stake, 2010; Tracy, 2013).

The public sector, which is the main provider of services in the Emfuleni Local Municipality, should be able to relate to the citizenry in the languages that they understand. However, there is another perspective to the relationship between multilingualism and engendering a culture of constitutionalism, namely that multilingualism in the Emfuleni Local Municipality is an integral part of the advanced cultural politics and transformative constitutionalism espoused by the South African constitution.

Therefore, in promoting multilingualism, the South African public sector will further be advancing the entrenchment of the new constitutional order.

1.6.2 Participants selection

Setting

Primarily, the research was interested in investigating how the people of Bophelong Township experience their world in relation to multilingualism and/or how they make sense of it.

The researcher personally visited the Township and Municipal offices and by using existing networks and being invited to meetings to explain the research, for instance, ward committees.

The participants were drawn from the following language groups:

Sesotho

IsiXhosa
IsiZulu
Afrikaans

Table 1-1: Distribution of participants

Gender	Language group	No. of experimental participants
Female	Sesotho	6
Male	Afrikaans	4
Female	IsiXhosa	4
Male	IsiZulu	6
Total		20

1.6.3 Data collection

The data collection method was questionnaires in order to answer all research questions. Snowball sampling was a technique to be applied for piloting the study. This entails that the research selects a small number of participants who may be willing to participate in the study by asking the key figure to obtain a list of potential participants and select names at random. This affords the researcher an opportunity to explain unclear questions. The sample for this study was at least 20 participants (10 males & 10 females) with a confidence level of 95%.

Questionnaires were used to explore a general area of interest in depth, i.e. service delivery in Emfuleni Local Municipality – Bophelong through the use of a language understandable to the residents.

The questionnaire was made available in 3 languages, namely, English, Sesotho and IsiZulu. Based on the number of participants who completed the questionnaire, it was not difficult for the researcher to clarify any questions arising from it.

1.7 DATA ANALYSIS AND INTERPRETATION

Microsoft Excel was mainly used for inspecting, cleaning and transforming data with the aim of discovering useful information and suggesting conclusions. Atlas.ti 8.0; clustering of codes into themes were applied for the data analysis. The purpose of Atlas.ti 8.0 is to help researchers uncover and systematically analyse complex phenomena hidden in

unstructured data (text, multimedia, geospatial). The program provides tools that let the user locate, code, and annotate findings in primary data material, to weigh and evaluate their importance, and to visualize the often complex relations between them.

1.7.1 Quality criteria

1.7.1.1 Trustworthiness

Interpretative validity was obtained by asking participants to comment on the interpretations of the researcher after all the questions had been completed.

1.7.1.2 Validity

The questionnaire generated a large amount of data, the research investigated the nature of the multilingualism and how it functions in the Emfuleni Municipality. Based on the results of this study, recommendations are made to assist the Emfuleni Municipality in either the implementation of multilingualism aimed at improving service delivery to residents or policy formulation.

1.7.1.3 Ethics

The research ethics checklist was submitted to the NWU ethics committee for Language Matters for approval. As part of the submission process, the information about critical elements of ethics care was presented to the committee.

Before the research commenced, the researcher had obtained permission from the Municipal Manager of Emfuleni Local Municipality to conduct the research by following the prescribed protocol/rules. The manager is the gate keeper for this community and his permission was needed to enter the community and to conduct research in the area (**confirmation letter of research approval attached as annexure E**). As stated in the methodology section, questionnaires chiefly comprised the data collecting sourcing process. It was therefore important that each respondent was informed about the nature of the research process and gave their permission to participate. Information was given to participants and they were all 18 years or older. They all gave written consent for their participation. They also knew that participation is voluntary and that they could withdraw when they felt so.

This consent was confirmed and expressed in a signed document which explained the process and reasoning for the interview. The participants were offered the opportunity to remain anonymous when data was reported. Under no circumstances would potential participants be coerced into partaking in the process.

Therefore, no financial or other type of reward will be offered in order to avoid ulterior motives of individuals which may produce false information. Furthermore, no particular trauma is foreseen that could be harmful to participants – neither physical nor psychological or emotional.

1.8 CONTRIBUTION OF THE STUDY

The first contribution of this study is providing current data about multilingualism in one significant area of Gauteng. Data from this study provides information about the importance of using many languages to fast track service delivery not only in Emfuleni Local Municipality but in many areas of South Africa which are multilingual in nature.

Research on multilingualism is highly productive, as shown by new proposals, concepts, hypotheses and findings. The need to improve our knowledge of individual and societal multilingualism is linked to globalisation. The intensification of international contacts, the internationalisation of the economy and the mobility of the population have produced more opportunities to conduct research on multilingualism and have also highlighted the importance of this research.

Research on multilingualism has also benefitted from technology. Nowadays, it is possible to investigate patterns of brain activation using a wide range of techniques. It is also possible to take a large number of pictures of the linguistic landscape using digital cameras or to analyse online communication among multi-linguals. Technology can facilitate data collection and analyses and at the same time help to move research forward by providing new insights (Cenoz: 2013).

Traditional ways of approaching research in multilingualism have been challenged by holistic approaches in recent years. Both atomistic and holistic views of multilingualism can contribute to our knowledge of multilingualism, provided that multilingualism is seen

not just as a simple additional of languages but as a phenomenon with its own characteristics (Cenoz: 2013).

Multilingualism is not in itself the solution to the problem of linguistic repression. It all depends on how the multilingual language policy is applied, whether it is applied in a highly rigid and fixed way, without taking into account people's home linguistic resources, or in a more flexible way, building upon all the linguistic resources that people bring along with them.

1.9 CONCLUSION

In summary, this chapter gave the background to what motivated the researcher in embarking on the study. A brief on the research methodology and related literature review was done. This chapter also outlined the scope and terms to be used in this research.

Chapter 2 is a summary of some of the pertinent research conducted in language policy implementation in South Africa is provided. The chapter also looks at literature survey in greater detail.

CHAPTER 2: LITERATURE SURVEY

2.1 INTRODUCTION

A **literature review** is a text of a scholarly paper, which includes the current knowledge including substantive findings, as well as theoretical and methodological contributions to a particular topic. In this study, the **literature** reviews included secondary sources, and does not report new or original experimental work.

Many proposals for new language policy have been accepted on an official level and an encouraging, optimistic environment seemed, in the early years of the new Government of national unity, to promise a vibrant future for language development and multilingualism.

The concept “meaningful engagement” will occupy the central role for the purposes of this study as a vehicle to assist in the implementation of multilingualism in the Emfuleni Local Municipality as it will outline the manner in which a multilingual policy can create opportunities for engagement with residents and municipalities.

This chapter explores literature that supports the aims of this research. This include the exploration of language policies that guide government’s institutions on the implementation, primarily the Constitution of South Africa, 1996, Pan South African Language Board, Act 59 of 1995 (PANSALB), Use of Official Languages Act 12 of 2012. Language policy implementation of some municipalities is also explored to highlight the challenges of implementation.

The other observation in relation to local government is that, African universities were historically set up to provide human resources to public institutions like municipalities, which are needed to include research as a larger part of their programme. As it stands, African universities produce only 1% of global research output, and most of that come from specific South African universities.

It has been observed that South African universities needed to overcome the challenges the low level of investment in research and development – which averages less than

0.25% of gross domestic product in African countries – and the lack of research collaboration and knowledge exchange between academia and industry.

UN special adviser on Sustainable Development Goals (SDGs) and director of the Earth Institute at Columbia University Jeffrey Sachs said education was “top of the agenda in SDGs” and research needed to meet local needs in order for investment to be made wisely. “The lesson from Asia is well- targeted investment,” said Sachs. This meant investment in good governance, infrastructure, human capital, intellectual capital, social capital and financial capital (Steve Kretzman: 2017).

Therefore, it is logical to explore the economic benefits that local languages bring to small, medium and micro-enterprises as well as the degree to which the use of local languages might save time and costs in the activities of large corporations need to be demonstrated.

2.2 CASE STUDIES: LANGUAGE POLICIES IMPLEMENTATION IN ETHEKWINI & NELSON MANDELA METROPOLITAN MUNICIPALITIES

The Constitution of South Africa indicates that there are eleven official languages and that all official languages enjoy parity of esteem and equitable treatment. Parity of esteem and equitable recognition constitute a programme to be realised and not a state of affairs that simply has to be maintained. Language legislation and language policy in the South African public sector must be in line with the language-specific clauses of the constitution, especially as contained in Section 6 of the Constitution and in the Bill of Rights.

South Africa has constructed itself as a multi-ethnic and multilingual rainbow nation in the post-apartheid era. To what extent could this country’s official policy of multilingualism be looked upon as rather superficial or merely celebratory? What would need to change for such policies to be more substantial?

The study conducted by Radebe (2015) of the Department of Communication Science, University of Zululand: “*Communication policy and communication practice within the eThekwini Municipality*”, revealed that, although the municipality has put internal and external communication strategies in place using the most recognised regional

languages, i.e. IsiZulu, English and Afrikaans, English is still dominant, as it is widely used by management and other employees both externally and internally. Furthermore, the eThekweni Municipality does have a language policy that is aligned to the National Language Policy (Radebe, 2015).

The aim of the study was to investigate “the *de jure*” language policy and the “*de facto*” language practices prevalent within the eThekweni Municipality and also to establish optimal strategies that could be employed by organisations, to provide an equitable language practice. The languages used within the municipality were examined, using selected departments as cases of the study. The Information Centre was targeted because it dealt with giving information to the public and answering any questions or queries about the eThekweni Municipality.

Semi-structured interviews, questionnaires and non-participant observers were used to collect data. One of the fundamental findings was that IsiZulu was by far the language that was spoken well and read, written and understood by the vast majority of the respondents (more than 67%). English followed with more than 50% of the respondents who could speak, read and write the language. However, only little more than 25% of the respondents could understand English and only 6% of the respondents could speak Afrikaans, while 12% could write it and only 8% could understand it.

The majority of the respondents reported to have a good command of IsiZulu, which confirmed that IsiZulu was the language of the province of Kwazulu- Natal. Followed by IsiZulu was English. It was also evident that while the respondents were interested in communicating in English, they also wanted their home language, IsiZulu, to be spoken at their workplace. Respondents wanted English and IsiZulu to be recognised and therefore used by all. They also commented that English and Afrikaans were too dominant at the workplace.

One of the recommendations is that there should be a well-defined language policy that promotes functional multilingualism that would clarify the problematic language issues such as the tendency towards monolingualism, the low status of the previously marginalised indigenous languages and the language of training and development.

An article by M.M Somniso (2007) of the Department of language and Literature at Nelson Mandela Metropolitan University: "*On formulating a language policy for a South African Municipality*", analyses the strategies employed to formulate such a language policy. This article is the result of a case study undertaken by the author with a view to explore the strategies used by NMMM in formulating its language policy. This process took place between 2004 and May 2006, and was aimed at addressing language disparities in the Metropole and fulfilling the obligations as provided for in the Constitution.

Early in 2004, municipality officials were instructed by the Council to draft a language policy for the NMMM. They were confronted with many challenges, including a lack of knowledge in policy formulation and on the facilitation of public participation. A task team was established to deal with this mammoth task assisted by experts from Nelson Mandela Metropolitan University, who were familiar with the demographics and social setting of the NMMM.

The role players in the NMMM language policy formulation were elected political office-bearers, appointed officials, linguists, legal practitioners, interest groups, the media and nominated stakeholders. The steering committee subsequently appointed language policy drafters (three linguists, nominated across languages, one expert in the labour relations field and a co-opted legal practitioner), who would report to the committee from time to time.

Questionnaires, interviews and feedback from public participation were used to gather information on language policy formulation. Public participation was accomplished through scheduled public meetings where the residents, municipal officials and language drafters shared information on the policy and the language drafters answered questions from the public. The respondents were from the majority of languages in NMMM, i.e., IsiXhosa (75%), Afrikaans (50%) and English (72%) and all of them were in favour of the proposed language policy (Somniso, 2007).

In total, 93% of all respondents were in favour of a language policy for the Metropole. In line with the National Census figures, a minor number of Sesotho, Setswana and IsiZulu speakers responded, of whom the majority indicated approval of such a policy. On average, more than 80% of all respondents preferred their home language when speaking

with officials, while more than 70% indicated a preference for their home language to be used in letters and documents from NMMM.

The results of the survey further revealed that the majority of the NMMM residents are IsiXhosa, Afrikaans and English speakers. Furthermore, the proponents strongly support the use of three languages as the official languages of the Metropole. IsiXhosa, Afrikaans and English were accordingly declared the official languages of the NMMM. This suggests that the NMMM is in line with the call of the national Government in promoting multilingualism.

2.3 LOCAL GOVERNMENT AND MULTILINGUALISM

Under section 104 (c) of the Constitution, the provincial legislatures can devolve their powers to legislate on matters of language policy issues to a municipality within their jurisdictions. Municipalities, however, can also legislate on matters of language policy by way of municipal language policy by-laws through the constitutional instructions contained in sections 6(3) (b), and 156.

The local government sphere language legislation should take the form of language by-laws. To give effect to their constitutional obligations with regard to language and their respective by-laws, local authorities in South Africa are required to formulate and implement language policies.

Municipal language policies should be based on the language use and preferences of residents living within a municipality's areas of jurisdiction, and on the general framework provided by the respective province language legislation and the language policy. It is expected that all the 283 local authorities should formulate and implement multilingual language policies (Mwaniki, 2012: 105).

Authors such as Skutnabb-Kangas (1998, 2000), Phillipson (2000) and Pattanayak (2000:47) in (Phillipson, 2000) believe that "only acceptance of multilingualism and pluriculturalism as a point of departure is the only way to serve the world from self-destruction (Mutasa, 2003).

Mutasa (2003) indicates that the research findings also show strong evidence of societal and individual multilingualism in the country. Individual multilingualism is omnipresent in South Africa. Many people are proficient in more than one language with many more being able to communicate in five to eleven languages, especially, in the Limpopo Province and Mpumalanga. In South Africa, multilingualism should not be viewed as a curse but a resource for socio-economic and physical development. In this way, the country can realise its human resource capacity (Mutasa, 2003).

According to Kashioki (1993:150), "Where multilingualism is consciously built into the country's language policy as the dominant principle, it has likely consequence of broadening opportunities for more citizens to participate in national affairs and economic activity by the majority of people".

In any business enterprise in South Africa multilingualism would facilitate communication and transaction and thus improve the economic state of the country. From observation South Africa is one country in this world where one finds multilingualism being so active. Unless African languages are used far more comprehensively in the economic life of South Africa the majority would be excluded from mainstream of economic life. (Mutasa, 2003: 293).

Some substantial presence at the apex of society would seem to be required for African languages to gain in national stature. The intend would be to breach the hegemony of English, to puncture the linguistic/economic barrier defining elite closure, if only symbolically.

It goes without saying that, if some of the most prestigious universities here and abroad are English-medium, if the top jobs go to proficient English speakers, if huge international conferences hosted in South Africa are conducted largely in English, if the entertainment media are dominated by English, and so on, then while many youngsters will readily cherish their African home languages as a valuable social and cultural possession.

Social awareness and available evidence lead them to look with some scepticism on unsubstantiated claims for an African language as a career route to the top. Indeed, it

would currently be very difficult to convince youngsters that their African language is an important means of engaging with South African modernity.

No widespread countervailing campaign was issued from Government to enthusiastically challenge this passivity or turn it around. Indeed, recent developments suggest increasing caution with regard to any strongly interventionist moves to support the National Language Policy Framework (NLPF).

For instance, in order to secure a symbolic presence for African languages at the apex of Government, at one time a complex six –language rotation system for the publication of government documents was seriously contemplated for incorporation in a new South African Languages Bill. One language from the Sotho group of official languages (Sepedi, Sesotho, Setswana) was to be used in rotation with one from the Nguni group (IsiNdebele, SiSwati, IsiXhosa, IsiZulu), together with translations in Afrikaans, English, Xitsonga, and Tshivenda, for each published government document.

It was clear that this procedure was primarily symbolic, a means of demonstrating formal commitment to multilingualism at the highest levels. The direct effect on African language usage in governmental operations would have been slight. The cost-benefit ratio appeared dubious and the plan has since been scrapped (Ricento, 2015:197).

Recognising multilingualism as a norm and individual multilingualism as human resource potential insinuates that those who are monolingual will have fewer chances in any sphere of activity than the high level multilinguals.

Skutnabb-Kangas postulates that in future monolingual English is likely to lose out and that multilingualism will be a prerequisite for many high level salary jobs and many of the interesting jobs regardless of status and cash. Needless to say, it is interesting to note that people who are highly multilingual and cosmopolitan are approachable and, accordingly, colleagues of diverse linguistic background are comfortable when interacting with them (Mutasa, 2003).

2.4 THE CHALLENGES OF IMPLEMENTATION

The Constitution stipulates that municipalities must take into consideration “the language usage and preferences of their residents” (Section 6(3) (b), 1996:4). This stipulation provides very little guidance, since information on the “language usage and preferences of their residents” is not generally available and the question then is, who will decide what the language usage or the language preferences of residents are? (Webb, 2002:124). In South Africa the language policy is designed and implemented from a largely top-down approach.

Webb (2002) focused on the general implementation of the new language policy, the 11-language decision which he views as a bold and unique initiative to address the manifold challenges of a complexly multilingual and culturally diverse country.

He carried out a research in 1997 and arrived at the conclusion that language policy and language practice was a mismatch. However, Webb is negative in his perception. Hence, he argues that, despite the constitution, the good decisions and the establishment of supporting structures, very little has changed in the language behaviour of the South African communities.

In his contention, South Africa is regressing to where it was before the apartheid era, and that is becoming more and more monolingual (Webb 2002:66). Webb views the major constraint as the sociolinguistic complexity of South Africa, the main aspects being, among others, the linguistic diversity of the country, the politicisation of languages, the social position of English as compared to African languages and a lack of clearly defined language-in-education policies (Tshamano, 2013).

He proposes, *inter alia*, that the Government adopts explicit policies and plans with regard to medium models; establishes strong government structures and institutions and gives financial support. Undoubtedly, the Government has made strides by establishing the Pan South African Language Board (PANSALB) (Mutasa, 2003).

Government also established the following agencies and policies, among others, to fulfil its responsibility:

- The Commission for the Promotion and Protection of Cultural, Religious and Linguistic Communities was established as one of the independent Chapter 9 institutions of the state in 2002.
- A language Task Group (LangTag) was formed in 1996 by the Department of Arts, Culture, Science and Technology. Findings and recommendations from LangTag led to the appointment of a Language Policy Advisory Panel which, together with the National Language Service in the Department, developed a draft language policy.
- The language policy in education was adopted in 1997 and a similar policy for the higher education sector was developed in 2002.
- The National Language Policy Framework (NLPF) and Implementation Plan: NLPF were adopted in 2003.
- The Use of Official Language Act 12 of 2012 was adopted and came into effect in 2013, requiring all national departments, public entities, and public enterprises to establish a Language Unit, except where exemption is sought and permitted. (Ke Yu & Dumisa S, 2015).

However, in spite of these admirable efforts, ‘nothing of real substance has changed since 1996 regarding the political state of African Languages... the African Languages are still not being used meaningfully in public life: in parliament, courts of law, universities, schools and the printed media’ (Webb, 2002:179) Ngcobo (2012:181) further criticises that the policy ‘is always in a state of change and transformation; it is a text which lacks authorship and meaning’, making it open to a wide variety of interpretations (Ke Yu & Dumisa S, 2015).

With all these laws and interventions in place, English and other European languages have continued to mesmerise African Policy makers long after the end of direct colonialism. The result was a disturbing unwillingness to commit significant amounts of resources to the promotion and development of African languages.

Madiba (1999), who is positive, takes a hard look into the advantages of multilingualism. He views multilingualism as a central component in geo-political, racial or ethnic and socio-economic integration (Madiba, 1999:78). He contends that by implementing or, in

other words, using multilingualism, the Government can address the imbalances of the past, that is, linguistic and socio-economic inequalities (Mutasa, 2003:13).

Besides offering very little guidance, the constitutional requirement places no obligation on local governments to support the linguistic transformation of (local) South African communities.

In fact, it legalises the retention of the status quo, or, worse, the reduction of the country to increase monolingualism, as can be demonstrated with reference to a court-supported decision by a large municipal government in a strongly Afrikaans-speaking community in Gauteng to use English for all internal as well as external communication (even in advertisements of job vacancies).

According to Dr Neville Alexander (1989) most Africans cherish their home or first languages (mother tongues) and maintain them with pride in the primary domains of language, i.e. in family, community, religious and elementary school contexts.

They do not, however, believe that these languages are capable of becoming languages of power, i.e. dominant in what Sibayan and other Phillipine sociolinguists call “the controlling domains of language” such as government administration, the formal economy, secondary and tertiary education.

Poor implementation is another factor blamed for undermining efforts to promote indigenous languages and uphold the principle of ‘parity of esteem’. Implementation failures are said to be largely due to insufficient consideration on the practicality of the policy intention, for instance, the difficulties in balancing the interest of all 11 official languages, slow progress in linguistic development (including standardisation and making them relevant to science, technology and advanced literature).

The primary focus should be put on maintaining the language as an everyday language of communication among families and communities, thus prioritising the oral form more than the written form. Language shift is determined by internal changes within language communities themselves. [It may respond to external pressure, but], ultimately speakers themselves are responsible, through their attitudes and choices, for what happens to their

native language. Language shift cannot be reversed by outsiders, however well-meaning (Ke Yu, 2015: 65).

To give effect to the Constitution's language provisions, national, provincial and local government sphere language legislation, as well as national, provincial and local government language policies needs a coherent framework of measurable targets that are to be realised during implementation.

It is important to note that the greatest challenge to the eventual realisation of South Africa's multilingual dispensation lies with the efficiency of the implementation programmes that are put in place at national, provincial and local government spheres.

Yet, to propose the use of African languages immediately at the highest levels of commerce and industry would be to invite huge resistance and possibly sink any prospect of increasing the use of African languages down the line. Thus we arrive at "catch 22" situation of language-policy implementation in South Africa.

An attempt to pre-empt the entrenchment of English in the central economy through immediate imposition of multilingualism – a radical "bite the bullet" move to jolt major players out of linguistic complacency – and the credibility of multilingualism are threatened because the linguistic resources are not in place.

The initiative will smack of naïve cultural idealism unrelated to economic advantage. But, on the other hand, a delay or ignoring the challenges of changing language practices at the top levels of business and commerce will threaten the credibility of African language development at other levels of society (Ricento, 2015: 195).

Note that there is no claim here for some ill-defined "linguistic deficit" as a barrier to the use of African languages in the corridors of power. Terminological lacunae and prolix discourse styles are not insuperable obstacles to the task of moving indigenous languages into high-level technical and business arenas.

They become barriers to the wider use of these languages because they cooperate with other factors such as the remoteness of typical Western business themes from the

content of ordinary discourse, the lack of a phased process for introducing African languages into technical business domains, and, especially, the desire on the part of participants to conduct their business in a relatively neutral language which suspends ethnic and cultural diversity for specific purposes.

One clear factor is the undeniable reality that participants at most national level meetings are from diverse linguistic backgrounds; add the need, if African languages are to be equitably represented, to decide at each new meeting the appropriate linguistic protocols, according to who is present, for what purpose, and the economic costs mount.

These costs may be of direct economic pose, they may be psychic costs (e.g. the stress of negotiating the linguistic equation freshly on each occasion, estimating the balance between convenience and competitive advantage). In either case, the result is a powerful economic force favouring English as the *de facto* language for national communication (Ricento, 2015: 196).

It seems reasonable that a more flexible and individualised approach be allowed at local level, since national and even regional language demographics are not necessarily replicated at municipal level. Municipalities may have a different language profile, even from that of their neighbours.

Given the vast discrepancies in their financial capacities as well as the differences in their governmental mandates, it would be difficult to formulate uniform guidelines for municipalities, particularly with respect to their task to develop and promote all official languages.

Whatever increases the strain of communication, whether technically, socially, or physically, adds to economic costs because it consumes human time and effort. The communicative benefits of African languages use have to outweigh the communicative costs in any given situation.

Against these threshold barriers, arising from “natural” language processes at work in a given situation, interventionist language planning must be able to provide or point to multilingual incentives that more than surmount such thresholds.

Unless this happens, African languages will not spread into these domains. As far as the central economy is concerned, linguistic/economic barrier exists that will require considerable inner commitment and motivation on the part of individuals or pressure groups to surmount (Ricento, 2015:196).

Above all, it is not clear why the principles of parity of esteem and equitable treatment of official languages are not repeated in Section 6 (3) (b). Whatever the case may be, this separate treatment does not imply that municipalities stand completely apart. Within the ambit of their own mandate, municipalities should comply with the general obligation to respect and promote official multilingualism.

Local governments (municipalities) should take appropriate action to validate the use of the languages of the majority in education and beyond. This should not be done for sentimental or ethical reasons as it will have little success. There is also very little concern among municipalities across the country to develop language policies.

This is shown in the research work reported on by Strydom and Pretorius (1999). They surveyed 79 local governments and reported that 48 of them had no language policy (of which 46 did not plan to take rectifying steps). Those who reported having decided on a language policy indicated that they use predominantly English. Seventy-four of the local government councils reported having no policy on the promotion of the Bantu languages (Webb, 2002:125).

Mutasa (2013) has highlighted that authorities seem to be reluctant to ensure that African languages, by appropriate legal provisions, assume their rightful role as of official communication in public affairs, administrative and educational domains. No one seems to take African languages seriously.

They seem to have nothing to offer except in everyday communication between members of families and informal conversation with friends and colleagues. For example, in most job advertisements knowledge of English is emphasised and if one were to go for an interview for a job to teach an African language, the whole process is conducted in English.

Even if one is proficient in an African language, being able to communicate using all its idioms and proverbs, if she/he cannot communicate her/his ideas effectively in English, she/he does not get the job. In the same vein, some African language speakers in leadership positions use English when addressing the public at rallies or meetings even when they are addressing rural people who do not understand English (Mutasa, 2003).

A state that depends on one language usage prevents political participation of many of its citizens for they are not able to follow, evaluate and influence the views of politicians. How can they participate if they do not speak the language that dominates their political life? That is why the Government will have to institute or enforce a policy which gives African languages a major role in state administration, parliament and the legal system.

The new progressive language policy is accommodative, the Government has to give fresh impetus to the development and promotion of the use of African languages, particularly in the fields of education, politics and development.

Capitalist development requires that states interact, at times cooperatively, at other times competitively and furthermore in outright conflict in order to buttress their particular interests. The national-state is continually reproduced, as much structurally as ideologically, to enforce capitalists' interests. States may take into account global market forces in developing policies regarding the status and acquisition of languages in schools and society generally, but their decisions are not based exclusively on economic considerations.

The assumption that English has an inherent economic value is an example of a problematic economic reductionism in which all social phenomena can be derived from economic relations (Ricento, 2015:7).

English has played an important role in the central economy of South Africa for a long time. The principal challenge faced by political leaders and policymakers in South Africa who support increased investment in language policy and planning efforts is to convince key partners in the budgetary process that predictable, cogent benefits, in synergy with short to medium-term governmental aims, can be achieved.

This is a tall order, given the current economic and budgetary realities. In the absence of clear motivations to change course, and abetted by the effects of “elite closure” by which “the elite successfully employ official language policies and their own non formalized language usage patterns to limit access of non-elite groups to political position and socioeconomic advancement” (Myers-Scotton 1993: 148), the function of English as the lingua franca of the central economy remains firmly entrenched.

Although nine African languages are recognized in the South African Constitution, along with English and Afrikaans, in the absence of tangible economic benefits that can be derived from the promotion of languages other than English in the central economy, there is little reason to expect top-down support from Government to change the situation on the ground. As Neville Alexander, principal architect of South Africa’s language policy put it in his posthumously published *Thoughts on the New South Africa* (2013,111-112): Will South Africa’s middle class and its intellectuals find the courage, have they got the imagination, to commit class suicide by moving away decisively from the current English-mainly and often English- only language policy, with all its negative consequences for a democratic polity?... Given the hegemonic status of neo-liberal economic orthodoxy today, this will only happen if we can demonstrate the economic value of the African languages.

This is not a matter of some ill-defined “linguistic deficit,” per se, that poses an insurmountable challenge for using African languages in the corridors of power. However, other challenges present themselves, such as the remoteness of typical western business themes from the content of ordinary discourse the lack of a phased process for introducing African languages into technical business domains and, especially, the desire on the part of participants to conduct their business in a relatively neutral language which suspends ethnic and cultural diversity for specific purposes.

While the current arrangement is often blamed for privileging the urban middle classes and marginalizing the rural poor, it is the failure to provide good-quality education in English and relevant African languages and not the language model that is the main problem:

The disturbing educational prospect is not a consequence of South Africa's NLP [National Language Policy] (2013) nor of the country's language-in-education policy, nor of sheer economic constraint. Rather, it is a result of poor governmental leadership, nationally and provincially and an unwillingness to tackle the root causes of substandard education, namely, inadequately educated and poorly trained teachers, and weak educational administration (Ricento, 2015: 12-13).

2.5 CONSULTATION AND PARTICIPATION

Consultation is the process of informed communication between the public sector and the community on an issue prior to the public sector making a decision or determining a direction on that issue. It is a process not an outcome. Consultation is not decision-making. Consultation is about input into decision-making but not joint decision-making or decision-making by referendum.

Language is one of the most enigmatic possessions and a quintessence of our humanity. It is the principal factor enabling individuals to become fully functioning members of the group into which they are born. Nations can develop because language provides an important link between the individual and his/her social environment. In addition to this, it acts as a link to social equity (Mutasa, 2003).

It is nevertheless, difficult to understand why the factors to be considered when making language choices at national and regional levels are not valid at local level. Why is no reference made to such factors as expense, practicality or the language needs of the residents?

Francois Grin, the most prolific of the writers on the relationship between language and the economy or the economics of language has this to offer: "Economics can provide some of the essential ingredients to build a convincing case to the effect that minority language promotion could deserve state support – not for moral, political or cultural reasons but for economic reasons" (Grin, 1996:16).

Grin goes on to argue that there has to be an underlying demand for language maintenance if language promotion is to have success: The strategic implication is that demand must be strengthened, supported or created prior to any other form of action.

For African languages to be simply recognised as official languages without implications for non-compliance is certainly an insult to some of the African language speakers for it excludes many Black people from participating in national affairs. It is difficult for the majority to operate in situations where reading, writing and counting in English are unavoidable (Mutasa, 2013).

It is therefore necessary that African languages should feature prominently in national affairs and make inroads into the mainstream of the economy. In this way most of the people will know what is going on and even participate in local, regional and national affairs. This is in line with Article 48 of the Barcelona Declaration of Linguistic human rights which states:

All language communities have the right to use their language with full legal validity in economic transaction of all types, such as the sale and purchase of goods and services, banking, insurance, job contracts and others.

- All language communities are entitled to have documents required for performance of the above-mentioned operations at their disposal in their own language. Such documents include forms, cheques, contracts, invoices, receipts, delivery notes, order forms, and others.

Hence Government should enforce the implementation of multilingualism in all sectors to ensure participation by most of the people (Mutasa: 2013).

A democratic government, such as the South African Government is characterised by accountability, legitimacy and transparency. Robinson (1996:347) defines these styles as follows: *Accountability denotes the effectiveness with which the governed can exercise influence over their governors. Legitimacy is concerned with the right of the state to exercise power over its citizens, and the extent to which these powers are perceived to be rightly exercised, and transparency is founded on the existence of mechanisms for ensuring public access.*

Two particular aspects of this style of government are the commitment to consultation with the polity and the commitment to demographic representativeness. These tasks and “styles of governance” collectively imply one basic requirement of good government, namely the necessity for effective communication – communication by the Government

with all the people in the country so that citizens are informed about policies of the Government and so that the Government knows what the needs and views of the citizens are.

As Ranney (1987:39) points out: If a nation's government simply does not know what demands its people are making, it can hardly deal with them satisfactorily. If it is dimly aware of the demands but unaware of the variety or intensity, it is not likely to deal with them very well. And if it does not cope effectively with the most urgent and widely supported demands, it risks anger, alienation, and perhaps rebellion from the groups it ignores. Consequently, governments need effective methods of articulation of interests. Interest articulation means a process of forming and expressing demands by political groups and transmitting them to government authorities.

Good Government presupposes the free and full exchange of information and the full employment of negotiation, consultation and persuasion. Given this requirement and given also the vital role of language as an instrument of access and equity, extensively and complexly multilingual countries like South Africa, where the majority of the population do not have an adequate proficiency in the dominant language of public life, will have to employ all the major languages of the country for purposes of effective government.

A government must establish mechanisms and styles for government-citizen communication and has to develop citizens' knowledge of the procedures required for this type of communication as well as the skills to handle the relevant communication processes (Webb, 2002:102).

The Census Community Survey (2016) indicates that Bophelong residents speak different languages; therefore, the Emfuleni Local Municipality needs to have a debate on what multilingual policy for communication purposes with them involves.

Questions that need to be discussed include (Webb, 2002:103):

- Which policy options should be considered?
- What are the likely costs and benefits of each of the options?

- Which languages should be used for which particular functions at which levels of official life and for which purposes?
- Which resources are required for the implementation of different policy options?
- Which language development and language management measures are needed?
- Do municipal employees/ officials have the necessary knowledge, skills and attitudes to implement such policy?

Governments and legislatures at all levels, all state bodies (also at provincial and local levels of government) and all parastatal boards, commissions, etc. must employ languages other than English in official functions and state employees will have to know these languages, be skilled in using them in official communication and be positive about multilingualism.

The draft South African Languages Bill as first presented to Parliament retreated to the minimum provision required by the South African Constitution, which asks only that “the national government and each provincial government must use at least two official languages” (Section 6 [Act No. 108 of 1996]). The revised and renamed Use of Official Languages Act (Act 12 of 2012) now stipulates that departmental language policy must “identify at least three official languages that a national department, national public entity, or national public enterprise will use for government purposes” (4.2[b]). The provision put forward by PanSALB in an earlier draft is that all government forms “be made available in all 11 languages in at least electronic format” has been dropped (5.2[d], 5).

In place of such symbolic gestures, government policy has instead responded directly to the implications of multilingualism for the smooth functioning of Government in serving the public, especially within the country’s polyglot urban conurbations. (Ricento, 2015:198)

Recognising complex linguistic challenges in such contexts, the National Language Bill places Government’s response to multilingualism squarely on the shoulders of separate National Language Units to be established and resourced within each government department, entity or public enterprise.

Their performance is to be regularly monitored and reported on, as envisaged in the original LANGTAG report. The revised Use of the Official Language Act reflects a newfound seriousness within Government for meeting the practical needs of the multilingual public, rather than creating a spurious and expensive symbolic presence for the formal eleven-language construct in the NLP (Ricento, 2015: 198).

The interests and aspirations of individuals and governments in both low and high income countries where English is a foreign/second/additional/official non-indigenous language are often connected to individual desires to enhance “market” value abetted by government desires to promote societal economic development, in part, by attracting foreign direct investment (FDI) dollars.

There is a widespread assumption in many non-English dominant countries that, by using English as a medium of instruction, or as a core subject in the curriculum, individuals and societies will reap benefits, be they material, psychological, strategic, symbolic, or all of the above.

Yet the data to support such assumptions is, at best, equivocal and more often than not the data suggests that, for example, early exposure to English-medium instruction in low-income countries where it is not the language of the home or community is detrimental to academic achievement and attainment of a high literacy in any language. (Webb: 2002).

Several studies document that higher levels of English proficiency, controlling of other relevant factors, do not independently lead to increased international trade. In fact, societal multilingualism, generally, correlates with increased trade, and English per se has no special or unique effect in that regard (Arcand & Grin 2013; Melitz 2008. Ricento, 2015: 2-3).

For example, in India, a postcolonial society with a history of social class- based inequalities, those who currently benefit from high levels of English proficiency constitute a relatively small percentage of the population who are able to connect with and benefit from a particular sector of the globalized economy – the knowledge economy – even while the vast amount of Indians have little use for English in their daily lives and live in a country with high levels of poverty and low levels of literacy.

Ricento (2015: 4) notes that this pattern prevails in many postcolonial African and Asian countries in which English (or French) as an additional language is valuable for some, and useless and irrelevant for most.

The pattern varies somewhat, depending on the history of the country, its geographic location, global labour market demands, rates of taxation and foreign investment, and rates of literacy and school completion, among other factors; and while the pattern could change over time, and despite the differences that exist in different nations and regions.

There are general trends and effects of neoliberal economic and political policies that disproportionately benefit some countries and some people in those countries who possess the appropriate credentials, including fluency in the appropriate discourses of a world language, such as English, at the same time that the billions of people who lack the appropriate credentials and language skills that would prove advantageous in the current world system are left far behind.

There seems to be a dilemma regarding language planning. It “ultimately should be a function of the needs of the population” (Edwards, 1985:90), but “by the time languages are seen to be in need of sustenance, their position is often irretrievable” (Edwards, 1985:86). The answer to resolve this dilemma lies at the heart of how to choose the appropriate focus in implementing South Africa’s language policy.

Research evidence suggests that indigenous language speakers tend to embrace the indigenous language in the oral and cultural domains and in relation to identity. Therefore, language planning in South Africa must recognise the limitations of school and formal institutions in promoting indigenous languages and pay more attention to the public and oral domains (Bosch & De Klerk, 1996), including public speeches, popular media, and communication that entails personal interactions (for example, in shops and municipalities).

The acquisition of European languages in Africa still tends to be overwhelmingly through a formal system of education which corridors are accessible only to a few. Even the most

prestigious African languages, on the other hand, can be acquired in the streets and the market place, ready commodities for large proportions of people in the respective regions.

Therefore, the very mode and domain of people acquisition of the European languages and their consequent promotion of elite closure (Myers & Scotton, 1993) limit their immediate capacity for replacing the African languages around them.

Furthermore, the domains of language use of the English language are still predominantly formal. One is more likely to hear and use the language in a government office than at the market place (Tonkin & Timothy, 2003:104-105).

The African situation contrasts sharply with that of India. For example, the main Indian languages have a long-written tradition with ancient poets and many written philosophical treatises. Works of literature, written when most of the Europeans were still in the Dark Ages and maintained and transmitted over the generations by priests and scholars are invaluable in promoting linguistic pride among the speakers of the language in question.

The written tradition can include one additional element – sacred literature. Linguistic nationalism among the Arabs, for example, has been greatly influenced by the Holy Book, the Qur'an, as well as great Arab poets of the past (Mazrui & Mazrui 1998: 5-6, Tonkins & Timothy, 2003:106).

Some Ethiopians were literate long before the written word was common currency among the Anglo-Saxons in the British Isles. Large sections of the Tanzanian population today have shown nationalistic attachment to the Swahili language as an additional language. So strong has been their linguistic nationalism (Tonkins & Timothy, 2003:106).

2.6 SUMMARY

It becomes logical that effective communication between the political leadership (the cabinet) and the state administration, between individual government bodies and institutions, within these bodies and institutions, and between Government and its citizens, which are prerequisites for good government, occurs mainly through language (Webb, 2002: 99).

Language problems are more prevalent in multilingual societies: “the more languages there are to choose from, the more complex the problems tend to become” (Mackey, 1979:48).

A conservative estimate of about five thousand languages used in about two hundred countries indicates that multilingualism is a global reality. However, as David Crystal (1987:360) points out: “The widespread impression that multilingualism is uncommon is promoted by government policies: less than a quarter of the world’s nations give official recognition to two languages.... and only six recognise three or more”.

The development of the South African Languages Bill has led to a rather dramatic change. In fact: (a) a bill is being debated, making language policy development at the local government level compulsory (Section 4(1) (a), 2000:5, and section 4(b), 200:6), (b) provincial governments are instructed to support local governments regarding the development of language policies, and (c) municipalities are obliged to undertake language surveys and audits (Webb, 2002: 125).

Governments can be held responsible for failure to implement language policies. Thus, any language situation should be researched thoroughly taking into consideration the dynamism of language and societal factors, that is, the attitudes or perceptions of the target group (Mutasa, 2003: 26).

Economically, there must be instrumental or functional reasons why there should be a paradigm shift towards harnessing the resources that African languages offer. Unless the economic advantages of harnessing the languages of a country in its economic development can be demonstrated unequivocally, the drive towards monolingualism and the closure of access to power for the majority will proceed unchecked.

Many occupants of the corridors of power will concede the general facts of South African multilingualism and even its benefits in communicating with customers, clients, or “the public.” Few, however, are prepared to contemplate multilingualism in their operational discourse at an executive level.

This reluctance impinges on the coherence of multilingualism throughout the polity. It may even influence, through the unconscious impact of personal presupposition, the strength of elite support for adequate fiscal provision to operationalise the NLP.

According to Julian Kunnie (2017), academic activist, professor and researcher indicates that “small wonder that indigenous African languages being introduced and reproduced normatively within educational, social and economic circles in South Africa is hardly real. We are reminded that “English” is associated with prosperity and thus must be retained as the central language with prosperity and thus must be retained as the central language of economics, politics and education. Indigenous African languages that are valorised, institutionalised and normalised within South Africa will keep Africans “in the bush”.

2.7 CONCLUSION

In conclusion, this chapter concentrated on previous findings in other municipalities. The language policies of South Africa were explored as well as their implementation in two Metropolitan Municipalities, namely, Ethekewini and Nelson Mandela Metropolitan Municipalities. The chapter went on to explore the usage of English above African languages and the impact this can have on the economic and social situation of the residents of Bophelong Township. The next chapter dwells on the research methodology used in the study.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

In this chapter the research methodology used in the study is described. The geographical area where the study was conducted, the study design and the population and sample are described. The types of research approaches are discussed, namely, qualitative and quantitative research approaches. The instruments used to collect the data, including methods implemented to maintain validity and reliability of the instrument are described.

3.2 RESEARCH APPROACH AND DESIGN

In this study the researcher chose to use the qualitative research method mainly while borrowing a bit of quantitative techniques where necessary.

Such a strategy is encouraged by Borland (2001:2), who argues that the two approaches (qualitative and quantitative) are not mutually exclusive. Rather, most useful research findings typically emerge from appropriately applying both paradigms (Mabiletja, 2015).

The qualitative approach was considered for it allows the researcher to obtain the views of residents and officials of Bophelong Township at Emfuleni Local Municipality on multilingualism and its implementation for communication purposes in their area.

The approach was selected on the basis of Meadows' (2003:398) argument that, qualitative research helps understand social phenomena in a natural setting with emphasis on the views and experiences of participants (Mabiletja, 2008).

Qualitative research relies on the collection of non-numerical data, such as words and pictures (Johnson & Christensen, 2000: 312). This research methodology was employed in this research project because it is empirical in nature as direct observation is applied. Qualitative research uses a variety of data gathering techniques and instruments.

Stocking (1983:7) describes the main features of traditional participant observation research as follows: "Entering as a stranger into a small and culturally alien community, the investigator becomes for a time and in a way part of its system of face-to-face

relationships, so that the data collected in some sense reflect the native's own point of view".

This methodology relates to methods of research that seek to describe and analyse the culture and behaviour of groups of people (Saville-Troike, 1989: 119). The methodology was suitable because this study was aimed at investigating language use and attitude in the municipality.

Participant observers spend time developing roles for themselves in the groups in which they are interested and then more time as group members, filling one or more roles as insiders and simultaneously making systematic efforts to come to understand what is going on in the group from the perspective of other group members. Participant observers try to uncover and record the unspoken common sense of the group they are studying, the "immediate and local meanings" (Erikson, 1986: 119).

Is it permissible to observe covertly, without people knowing what you are doing? Participant observers are divided on the issue. The casual everyday observation that sometimes leads to research hypothesis is almost always covert and the argument can be made that since people's behaviour is not manipulated in participant observation research the way it is in interview or experimental work, participant observation does not really involve "human subjects" (Johnstone, 2000:89).

Furthermore, even when researchers make their purpose clear at the beginning of the project, people who have not been told may forget that they are being observed. Other researchers rule out covert participant observation, insisting that it is always unethical to pretend simply to be a participant when there is really hidden agendas of observation – not to mention an agenda of analysis and relatively public description of the people in question. Clearly, the second stance is safer.

Finding out after the fact that they have been "*guinea pigs*" can anger and offend people and potentially ruin any rapport with them. Also people who know that they are being studied can sometimes contribute to the researchers' understanding of them in useful, unanticipated ways (Johnstone, 2000:89).

Good ethnography relies on lots of observation, systematic observation and observation of various sorts. As Agar (1996b: 39-42) puts it, each pattern that is uncovered must be “massively over determined” by data.

These techniques and instruments can be used to overcome the human frailties of the researcher, for example, data collected from observations can be rendered more objective by making use of checklists or other devices, such as observation schedules. A qualitative research methodology was chosen because the researcher spent time in the field (township, municipal service centres and offices).

The qualitative approach affords the researcher the opportunity to participate as she/he observes phenomena as it involves careful recording of what is observed during the process.

The researcher can pick the evolving patterns and their meanings as she/he observes the residents and officials in a service centre on how the languages are used and be able to look at the implications thereof. The use of direct observation checklist also helps in quantifying some of the data collected.

A quantitative approach was also followed; it is a formal, objective, systematic process to describe and test relationships and examine cause and effect interactions among variables. Surveys may be used for descriptive, explanatory and exploratory research. A descriptive survey design was used.

A survey is used to collect original data for describing a population too large to observe directly (Mouton 1996:232). A survey obtains information from a sample of people by means of self-report, that is, the people respond to a series of questions posed by the investigator (Polit & Hungler, 1993:148). In this study, the information was collected through self-administered questionnaires distributed personally to the participants by the researcher.

A descriptive survey was selected because it provides an accurate portrayal or account of the characteristics, for example, behaviour, opinions, abilities, beliefs, and knowledge of a particular individual, situation or group.

This design was chosen to meet the objectives of the study, namely to determine the knowledge and views of residents and officials regarding multilingualism and languages used in the municipality (Burns & Grove, 1993:29).

3.3 RESEARCH PARADIGM

3.3.1 RESEARCH SETTING & DEFINITION OF POPULATION OF STUDY

Mabiletja (2008) indicates that population is the total collection of the units that the researcher wants to survey, in other words, a target group that the researcher wants to study. For example, it can be hospitals, schools or single parents or students. Nardi (2003:97) supports this by the following statement:

“A population is the total collection of units or elements you want to analyse. Whether the units you are talking about are American citizens, schools, editorial in newspapers, or local businesses, when the population is small enough, you can easily survey every element of the population”.

The population encompasses the total collection of all units of analysis about which the researcher wishes to draw conclusions”. The population can be human subjects or objects. Nunan (1992:231) defines population as “all cases, situations, or individuals who share one or more characteristics”.

The study was conducted at Emfuleni Local Municipality offices and Bophelong Township which fall under Sedibeng District, Vaal Region (RSA). Bophelong is a township that was established in 1949. The name is of Sesotho origin and is said to mean ‘place of good health’ or ‘healthy place’.

In research, a population refers to a well-defined group of all the possible elements that could be used in a study. More specifically, a population of interest is any group of entities that have common characteristics of interest to the researcher.

The population in this study includes residents and officials who are directly using the services of the Emfuleni Local Municipality and they can provide data on perception and

attitude towards multilingualism and the use of different languages for communication purposes.

3.4 DATA COLLECTION

In line with the research paradigm orientation as well as the design and strategy of inquiry, questionnaires and direct observation were used for data collection.

3.4.1 Data collection instruments

According to Struwig & Stead (2001), primary data is data which the researcher collects from the research participants, it can be collected by means of interviews or questionnaires. Primary data is new data that is collected for the research project, while secondary data is available data from sources other than the current research project.

The researcher collected primary data mainly through questionnaires and also direct observation. Secondary data is data that the researcher collects from written documents or policies. Hakim, (as cited) in Saunders *et al*, (2000:188) defines secondary data as “data that have already been collected for some other purposes”.

Secondary data include both raw and published summaries”. Secondary data collected by the researcher during this study, helped to provide answers to the research questions and also addressed the researcher’s objectives. Some researchers say that data is more reliable hence it has been tested for validity.

The researcher observed the secondary data to find the information. In this technique, the researcher focused on secondary data by collecting information from documents such as notices, marketing tools, e.g., newspaper adverts.

A questionnaire is a printed self-report form designed to elicit information that can be obtained and is similar to that obtained by an interview, but the questions tend to have less depth (Burns & Grove 1993:368).

The questionnaire measures what a participant knows, likes or dislikes and what he/she thinks about an idea. In this study, the questionnaire was used to elicit data that is embedded in the participants’ minds, feeling or reactions towards the usage of

multilingualism in Emfuleni Local Municipality – the questionnaire allowed for greater uniformity in the way the questions were asked.

Data was collected with the aid of questionnaires to evaluate the residents' and officials' knowledge and views on multilingualism and language use in Emfuleni Local Municipality. The researcher decided to use questionnaires because of the following (Bryman, 1988: 234-235):

- They ensured a high response rate as the questionnaires were distributed to respondents to complete and were collected personally by the researcher.
- They required less time and energy to administer.
- There was less opportunity for bias as they were represented in a consistent manner.
- Most of the items in the questions were closed, which made it easier to compare the responses to each item.
- There is an opportunity for participants to ask questions and in this way the researcher is able to get more from participants.
- The researcher's observation was that the instrument was as short as possible and this assisted in capturing the prospective participants.

Apart from the advantages that have been listed above, questionnaires have their weaknesses, for example, there is the question of validity and accuracy (Burns & Grove, 1993:368). The subject might not reflect their true opinions but might answer what they think will please the researcher, and valuable information may be lost as answers are usually brief.

The questionnaire consisted mostly of close-ended questions and two open-ended questions. In the open-ended questions, the subjects were required to respond in writing, whereas close-ended questions had options which were determined by the researcher (Burns & Grove, 1993:370).

Two open-ended questions were included because they allow participants to respond to questions in their own words and provide more detail. Closed-ended questions were included because they are easier to administer and to analyse. They are also more

efficient as the participant is able to complete more closed-ended items than open-ended items in a given period of time (Polit & Hungler, 1993:203).

The questionnaires were made available in English, Sesotho and IsiZulu to enable those who did not understand English to complete them in their choice of language. The questionnaires consisted of Sections A, B and C.

Section A aimed at gaining demographic data such as age, gender, level of education and the language mostly used by the participant. Section B focused on language usage/practice by the Emfuleni Municipality and Section C dealt with experiences of the residents and officials when interacting with the municipality.

The researcher collected all the information from residents and officials. Questions assessing the knowledge of language policy, language linkages and problems experienced were included. Instruction guidelines were attached to the questionnaires to guide the subjects as to whether to tick the chosen response.

The researcher also chose to use direct observation as it is best to answer the research question. Observation is when the researcher uses visual observation of the documents or the inspection of the situation.

Maree (2007:83) explains observation as the systematic process of recording the behavioural patterns of participants, objects and occurrences without necessarily questioning or communicating with them.

Teddlie & Tashakkori (2009:218) support the observational data collection strategy as the recording of units of interaction occurring in a defined social situation based on visual examination or inspection of that situation. The researcher used observation to collect data in order to get real information on the implementation of multilingualism in Emfuleni Local Municipality for communication purposes with the residents of Bophelong Township.

3.5 PARTICIPANTS

The participants were expected to provide some sort of a baseline survey since they had insights on language use and communication in Emfuleni Local Municipality.

According to Burns & Grove, (1993:779), a population is defined as all elements (individuals, objects and events) that meet the sample criteria for inclusion in a study. The survey research is one in which a group of people or items is studied by collecting and analysing data from a few people or items considered to be representative of the entire group. In other words, only a part of the population is studied, and findings are expected to be generalised to the entire population (Nworgu 1991:68). Similarly, McBurney (1994: 170) defines the survey assessing public opinion or individual characteristics by the use of questionnaire and sampling methods.

Although it would have been ideal for that many residents of Bophelong Township to participate in this research, material and time constraints largely prohibited such a noble idea. It became imperative that viable and fair sampling techniques had to be employed to produce unbiased outcomes. The researcher therefore focused interest on 20 selected participants as indicated in Chapter 1.

For the sake of anonymity and confidentiality the participants are represented by numbers 1- 20. Questionnaires were personally distributed by the researcher to municipal officials and residents to complete. The data was collected over a period of two months. The researcher visited the Service Centre Unit offices in Vanderbijlpark where participants were in their offices during working hours. Residents were approached in the streets and some at their homes, together with their families in Bophelong Township, Muvhango section.

3.5.1 Quality criteria

Participants included in the sample were selected to meet specific criteria. The resident and the official had to meet the following criteria to be included in the sample.

They had to:

- be using the services of Emfuleni Local Municipality
- be willing to participate

- be mentally sound in order to consent to participation
- be of either sex or any race

The researcher strongly believes that the categories of participants provided a balanced representation of the population that was being studied.

Cohen & Manion (1994) convincingly argue that a researcher can come up with a balanced representation of population by observing the characteristics of the sample and make inferences of the population from which the sample is taken. That way, the sample becomes the most practical step in light of limitations of the resources mentioned above.

3.6 RELIABILITY AND VALIDITY

Saunders *et al*, (1997:156) state that the validity and reliability of collected data depend on the design of the questions, the structure of the questionnaire, and the diligence of pilot testing. Validity and reliability are criteria used in scientific and experimental studies, because they are often based on standardised instruments and can be accessed in a relatively straightforward manner.

A questionnaire in three languages (English, Sesotho and IsiZulu) was generated and made available by the researcher. The data gathering technique used in this research is characterised by the attributes of validity, reliability and credibility.

Validity – refers to the authenticity and appropriateness of the content, for example, it is essential that an instrument actually measures what it sets out to measure.

Reliability – refers to the consistency of the technique or instrument, for example, it is essential that an instrument continually produces the same result when applied in identical situations on different occasions.

Credibility – in qualitative research, credibility is defined as the extent to which the data and data analysis are believable, trustworthy and expressing a reality that seems true (Lincoln & Guba, 1985). Credibility is analogous to internal validity, that is, how research findings match reality. However, reality is relative to meaning that people construct within social contexts. Qualitative research is valid to the researcher and not necessarily to

others due to the possibility of multiple realities. It will be upon the reader to judge the extent of its credibility based on his/her understanding of the study.

3.6.1 Reliability

The questionnaires were answered by all participants. Reliability can also be ensured by minimising sources of measurement error like data collector. Data collector bias was minimised by the researcher being the only one to administer the questionnaires, and standardising conditions such as exhibiting similar personal attributes to all respondents, for example, friendliness and support. The physical and psychological environment where data was collected was made comfortable by ensuring privacy, confidentiality and general physical comfort.

Few participants were at first reluctant to write their names on the questionnaire, but the researcher assured them that they would not be used in any publication as indicated in Appendix A.

3.6.2 Validity

According to Polit & Hunger (1993), the validity of an instrument is the degree to which an instrument measures what it is intended to measure. Content validity refers to the extent to which an instrument represents the factors under study. To achieve content validity, the questionnaires included a variety of questions on the knowledge of residents and officials about multilingualism and its usage in the Emfuleni Local Municipality (Polit & Hungler 1993:250).

Questions were based on information gathered during the literature review to ensure that they were representative of what residents and officials should know about language use in the municipality. Content validity was further ensured by consistency in administering the questionnaires. All questionnaires were distributed to subjects by the researcher personally. The questions were formulated in simple language for clarity and ease of understanding. Clear instructions were given to the participants and the researcher explained/clarified those questions that participants asked.

All participants completed the questionnaire in the presence of the researcher. This was done to prevent participants from giving questionnaires to other people to complete on

their behalf. For validation, the questionnaires were submitted to a statistician at STATSSA.

External validity was ensured. Burns and Grove (1993:270), refer to external validity as the extent to which study findings can be generalised beyond the sample used. All the persons approached to participate in the study completed the questionnaire. No single person who was approached refused to participate. Generalising the findings to all members of the population is therefore justified.

Seeking subjects who are willing to participate in a study can be difficult, particularly if the study requires extensive amounts of time or other types of investment by subjects. If the number of the persons approached to participate in a study declines, generalising the finding to all members of a population is not easy to justify. The study needs to be planned to limit the investment demands on participants in order to increase participation.

The number of persons who were approached and refused to participate in the study should be reported so that threats to external validity can be judged. As the percentage of those who decline to participate increases, external validity decreases (Burns & Grove 1993:270).

3.7 PILOTING THE QUESTIONNAIRE

A pre-test refers to a trial administration of an instrument to identify flaws. When a questionnaire is used as data gathering instrument, it is necessary to determine whether questions and directions are clear to participants and whether they understand what is required from them. This is referred to as the pretesting of a questionnaire (Polit & Hungler 1995:38, 711).

The researcher pre-tested the questionnaire on 6 participants who were residents of Bophelong Township. All of them answered the questions and no single question was changed following the pre-test. The researcher considered questions that had been employed by other researchers like Prof. Susan Coetzee- Van Rooy in her study of repertoires in the Vaal Triangle.

The desirability of piloting such instrument does not solely have to do with trying to ensure that survey questions operate well. Piloting also has a role in ensuring that the research instrument, as a whole, functions well. The pilot was not carried out on people who would be employed in the full study.

3.8 SAMPLING

According to Teddlie & Tashakkori (2009:169a), “sampling involves selecting units of analysis (e.g., people, groups, artefacts, settings) in a manner that maximizes the researcher’s ability to answer questions set forth in a study”. Teddlie & Tashikkori further presented four types of sampling procedures: probability, purposive, convenience, and mixed method sampling. The researcher used a probability procedure to answer the research question. Teddlie & Tashakkori (2009:170), say this about probability sampling.

Probability sampling techniques are primarily used in QUA-oriented studies and involve “selecting relatively large numbers of units from a population, or from specific subgroups (strata) of a population, in a random manner where the probability of inclusion for every member of the population is determinable.

Leedy & Omrod (2005:199) say that “probability sampling, the researcher can specify in advance that each segment of the population will be represented in the sample”. This sets it apart from nonprobability sampling, where the researcher has no way of forecasting or guaranteeing that each element of the population will be represented in the sample.

The researcher chose probability sampling as it includes sampling where each unit on the population has an equal chance to be selected, i.e. in random sampling.

3.8.1 Sample

Kumar (2005:164) defines a sample as: “a subgroup of the population you are interested in”. Van Rensburg *et al.* (2009:51) explain that “a sample is a part of a whole (or a subset of measurement drawn from the population). A sample, then, is a selected group of elements from a defined population”. A sample is a chosen group from a population to collect data, the sample for this project was chosen from Emfuleni officials and residents and other communication tools.

3.8.2 The sampling frame

Collins *et al*, (2000:150) say that “the sampling frame is a comprehensive list of all the elements in the target population”. The sampling frame is a complete list in the population from which a sample can be chosen. Research was conducted at the offices and Township streets of Bophelong.

3.8.3 Sample size

The Bophelong population is very homogenous and the study is not a very detailed one. Random sampling was used for selection of the sample size in this research. Neuman (as cited in Collins, *et al*, (2000:150) relates the sample size to: the number of elements in a sample.”

Nardi, (2003:110a) argues that “when a population is more homogenous, elements are required to get a representative sample. The more heterogeneous a population is on a variety of characteristics (let’s say such variables as race, gender and age), the larger the required sample is so that it reflects the diversity”.

Nardi, (2003:110b) further confirms that “sample size depends on what is being studied”. If the researcher is interested in comparing sub groups (variables) like gender, age or racial differences, the sample size will be larger. The researcher’s sample size for this study was twenty people from the Emfuleni local municipality as this would assist the researcher to get relevant information.

3.8.4 Simple random sampling

Brink (as cited in Collins *et al*, 2000:153 expresses that “simple random is the most basic of the probability sampling methods, where each element of the sampling frame has an equal chance of being included in the sample”. Simple random sampling is a type of sampling by which each and every unit on the population has equal chances of being chosen.

The researcher should have the list of all the components of the population before selecting randomly. In this study the researcher had recorded them by their numbers.

3.9 ETHICAL CONSIDERATIONS

It should be noted that ethical issues were not really at stake in this study although it was still important to maintain strict ethical standards while collecting research data. This was mainly to ensure that the rights and welfare of participants were protected.

3.9.1 Approval to conduct research

The researcher wrote a letter of request to obtain approval from the Municipal Manager's office under whose authority the area falls. Ethical clearance also had to be sought from the NWU ethical committee. The researcher only began with data collection after such approval clearance had been granted.

3.9.2 Accountability

This study required the researcher to be honest and accountable at all costs in dealing with the participants. This researcher undertook to keep all information that will be supplied in strict care and promises to use it for this study purposes only. All the statements made in the write up are entirely the researcher's; therefore, the researcher is answerable for such.

3.10 DATA ANALYSIS

Data analysis involves reading through the data repeatedly and engaging in activities of breaking down and building up the data into themes and categories and elaborating and interpreting on the data.

Sociolinguistic research projects are neither exclusively quantitative nor exclusively qualitative. Most often they are both equally important, sociolinguistic work is always "interpretative" whether the interpretation involves numbers or results of some other kind. To interpret something – an event, a verbal pattern, a set of numbers is to decide what it means. Uninterpreted data is "raw" data; it does not confirm or disconfirm any hypothesis. Only with interpretation does an analysis have a point. Thus it is always necessary to interpret the data and the results of the analysis, whatever approach is taken (Johnstone, 2000:84).

Research ethics refers to the application of moral standards to decisions made in planning, conducting, and reporting the results of a research study. Ethical considerations in research have become an integral element of every research proposal and study. Such considerations range from plagiarism, respect for human rights when data is collected to honesty in the reporting of these research results.

According to Welman *et al*, (2008:181), there are three stages that should be observed when dealing with respect for human rights during the data collection process. These stages are:

- When participants are recruited.
- During the intervention and/or measurement procedure to which they are subjected.
- In the release of the results obtained.

To address these concerns, the measurement instrument/questionnaire (Appendix A in the study), was structured as follows:

Section 1 – This section introduces the study to participants. It includes, among others, the full names of the researcher, contact details, (email address), topic of the study and a summary of the study, how the study is being conducted, assurances on issues of anonymity and confidentiality of research participants, the right of the participants to be given the results if they so wish and their option to withdraw from further participation during completion of the research instrument if they so wish. The research instrument was submitted to the NWU Ethics Committee for approval.

Section 2 – This section deals with the ‘informed consent’ part of participating in the research process and summarises their rights. It covers the participants’ acknowledgement to rights to confidentiality, voluntary participation, termination of participation, liability, person to contact with questions and consent to participate in the research process.

The contrast between sociolinguistics that is relatively qualitative (such as the work reported in the journal (*Language Variation & Change*) and sociolinguistics that is relatively quantitative (such as much the work in *Language in Society*) lies in whether

research questions are answered via relatively mechanical procedures (counting, calculations, averages, performing statistical tests to see which factors vary systematically together or how likely results are to be random) or relatively non-mechanical ones (asking people about things, watching, listening). But deciding what to count in what category always involves interpretation (Johnstone, 2000: 84).

After the data was collected it was organised and analysed. For analysis of close-ended questions, the computer programmes called Atlas.ti 8.0 and Microsoft Excel were used. The open-ended questions were analysed through quantitative content analysis by the researcher with the aim of quantifying emerging characteristics and concepts. Concept analysis is a process of analysing verbal or written communications in a systematic way to measure variables quantitatively.

3.11 CONCLUSION

This chapter unveiled the research methodology and design that were used in the study.

The researcher used a quantitative, descriptive design, was administered by the researcher himself to collect data from a convenient sample of 20 participants. The sample characteristics included men and women, as indicated in the proposal. These participants are residents and officials who interact with the municipality regularly.

Permission was obtained from the office of the Municipal Manager and consent was obtained from participants themselves. Self-determination and confidentiality were ensured during administration of the questionnaires and report writing. Questionnaires were distributed to participants to ensure validity. Reliability and validity were further increased by piloting the questionnaire.

This chapter described the research methodology, including the population, sample, data collection instruments as well as strategies used to ensure the ethical standards, reliability and validity of the study. The next chapter is the actual presentation, analysis and discussion of data collected.

CHAPTER 4: PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

4.1 INTRODUCTION

This chapter focuses on the presentation, analysis and interpretation of the results. It starts with the presentation. The first analysis was on the questionnaires followed by an analysis of communication tools and short observation checklist.

The researcher considers this chapter as the epicentre of the whole study. The main purpose with this chapter was to examine the extent to which data collected correlates with the objectives of the study. The main aim of this research was to look at the implementation of multilingualism in the Emfuleni Local Municipality for communication purposes with residents of Bophelong. Data from the main instrument is presented, analysed and discussed along with research objectives and major themes that were described in Chapter 1 and 2 respectively.

The presentation and analysis of results in the study are therefore adopting both a qualitative and quantitative form.

4.2 BASELINE STATE OF THE SAMPLED POPULATION

As was indicated in the chapter on methodology, the study targeted officials and residents of Bophelong Township who use the services of the Emfuleni Local Municipality. The goal of this chapter is to reach the objectives/answer the research question through presentation and analysis of the data. The researcher presents both the responses from the participants.

4.3 PRESENTATION OF THE RESEARCH FINDINGS AND INTERPRETATION

It is important to first reflect briefly on the descriptive statistical findings of the practicalities to implement multilingualism in Emfuleni Local Municipality in order to provide a context for the presentation of the association between the willingness to implement multilingualism for communication purposes with residents and findings based on the research questions of the research instrument. (Appendix A).

4.4 SECTION A - Personal data

Figure 1: QA1 indicates the age distribution of participants to this item. The participants were grouped into five categories. The largest group of participants at 48% was from the age group 30-39 years. The smallest group of participants at 9% was from the age group of 40-49 years. The other participants, namely 30% were from 20-29 years and those from the age group of 50-59 years were 12%. Sixty-year olds did not participate but they were included in the instrument.

The participants' profile matches the community the researcher was investigating as these are the people who use the services and functions as heads of households, with younger participants who also own RDP houses.

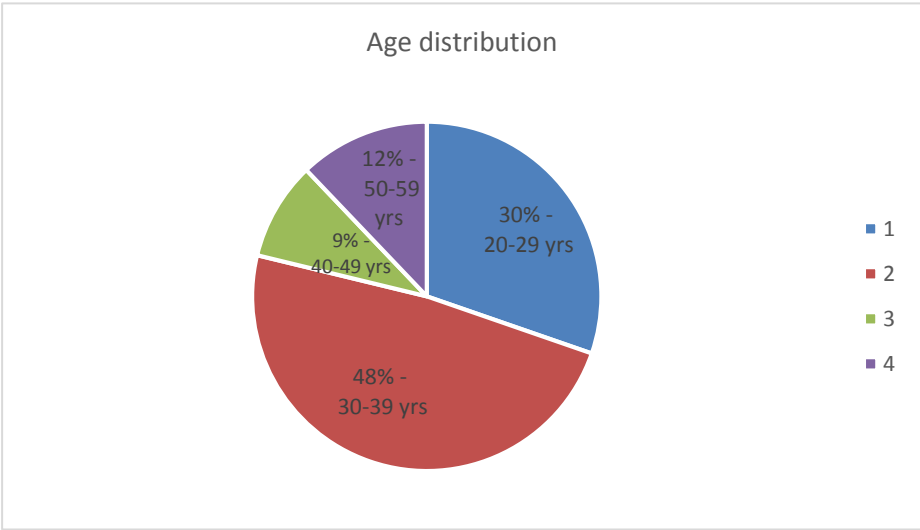


Figure 4-1: QA1 – In what age group are you? (Mark one only).

In this study the researcher wants to understand or make meaning of the participants' attitudes and perceptions within their unique context; that is why there is a representation of males and females, however, it turned out that more female responded at 70% and males at 30% as reflected in **Figure 2: QA2**. Participants were selected randomly from the population of service users. The researcher has observed that most households in this area are under the care of women as single parents as reflected in the chart.

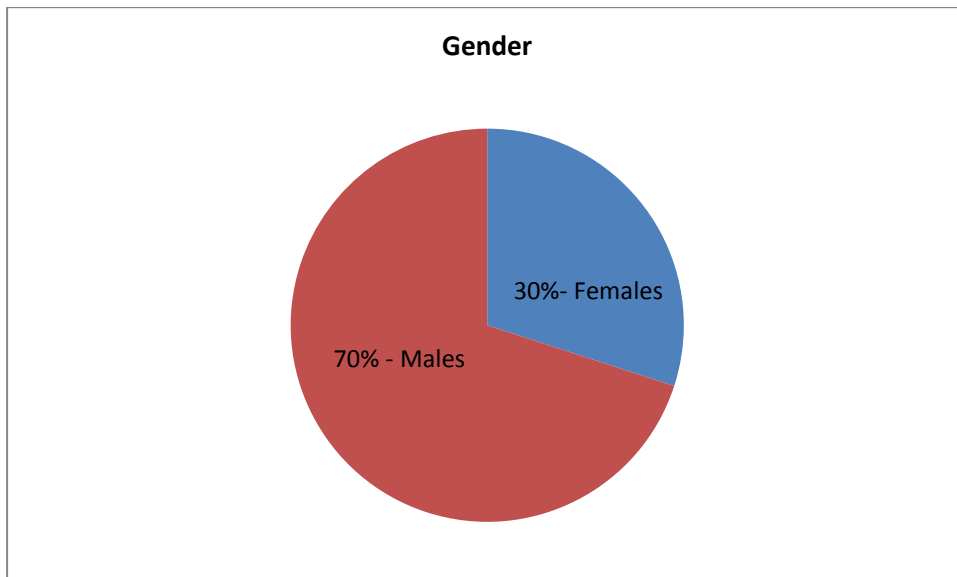


Figure 4-2: QA2 – Gender

The overall results below in **Figure 3: QA3** below show that the majority of participants, at 33% have qualifications other than matric and of those with higher academic qualifications, 28% have diplomas. The lowest category are participants who holds a matric certificate at 3%. Participants with Bachelor’s degrees were at 14% and those with short courses were 10%. There were none with Master’s or Doctoral degrees.

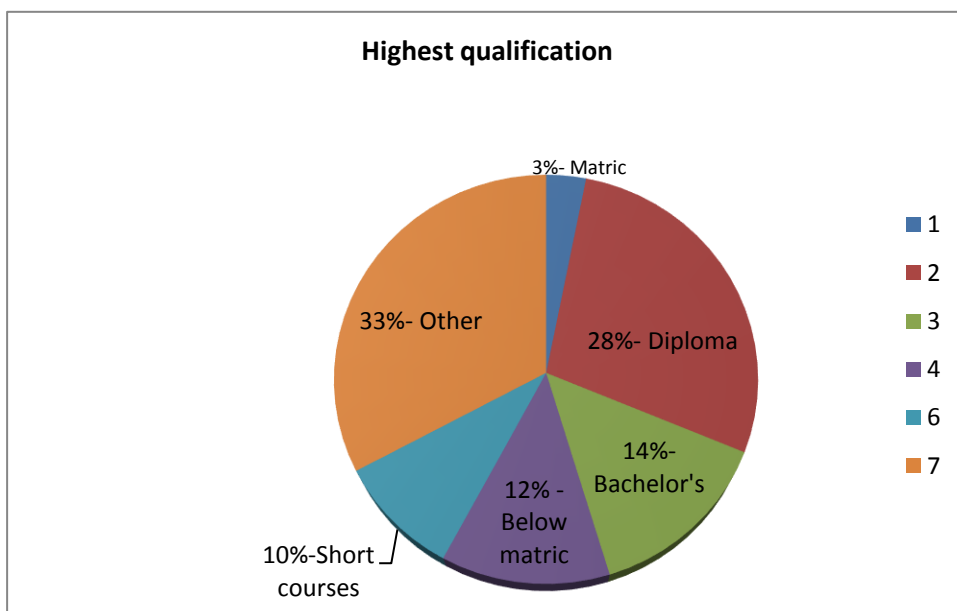


Figure 4-3: QA3 – What is your highest qualification?

This figure provided the researcher with educational data on the participants, which enabled the researcher to draw up a specific profile of participants’ life realities. All participants have a post-primary education which allows the researcher to conclude that they are literate but generally not highly educated, therefore their access to English at

advanced level will be a constraint as they use it as a second language. There is an indication that the Municipality should render services to these residents in the languages they best understand. The language questions figures below will probably highlight the need to provide services in other languages.

Figure 4: QA4 below shows that -

The language profile of participants is an essential component of the analysis and interpretation of data. 50% use Sesotho as the home language while 15% use IsiZulu and Setswana respectively. The 10% percent use Afrikaans and 5% use IsiXhosa and IsiNdebele respectively. All 11 official languages of South Africa were included in the questionnaire.

The reflection here is that ½ of the participants will require documentation written in their language and the Setswana and IsiZulu have ready access to documentation in their languages. ¼ are IsiNdebele IsiXhosa speakers who might not have access in their languages as they represent a small number. Afrikaans speakers are probably not highly literate, maybe documentation has to be adjusted for them.

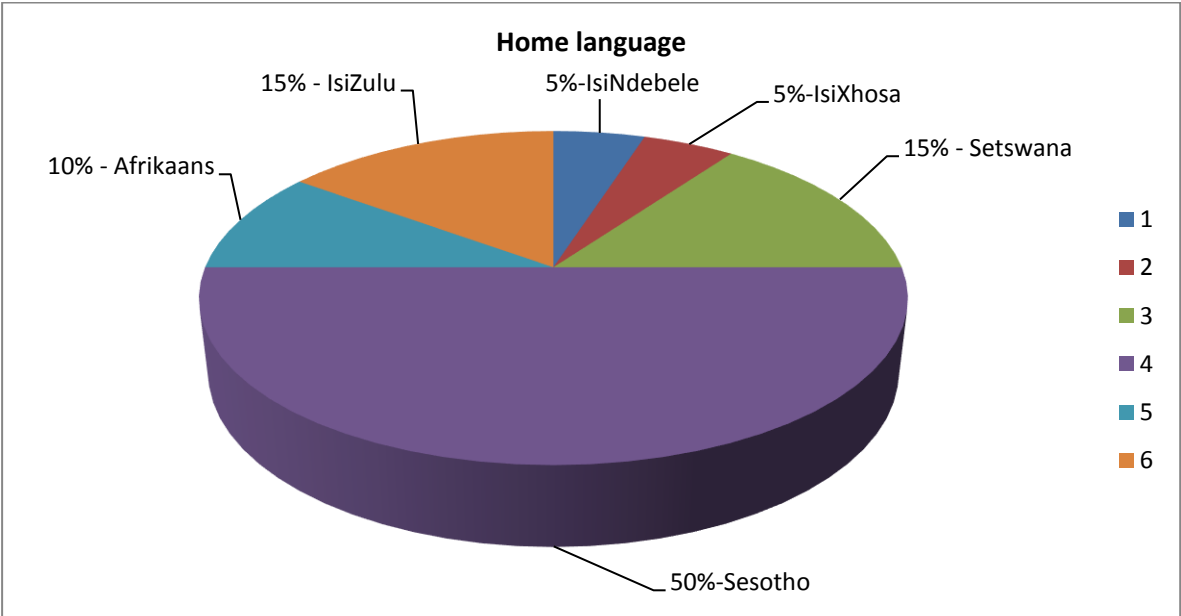


Figure 4-4: QA4 – What is your mother tongue?

Figure 5:QA5 below reflects that most participants use Sesotho 50%, followed by Setswana 22%, Sepedi 12%, 11% indicated that they used IsiZulu and 2% used isiXhosa to communicate with other residents and the lowest was IsiNdebele at 1%. It should be noted that all 11 official languages of South Africa were included in the instrument.

In comparison with the figure above, it is interesting that Setswana has increased and Sepedi appears at a figure above IsiZulu. IsiNdebele and IsiXhosa are less widely used while Afrikaans not at all. It appears that at a functional level, individuals are using many languages to be able to talk to each other. In this area, it is evident that residents are bound to adapt their language practices to the particular communicative situation in which they find themselves in order to optimise communication and understanding.

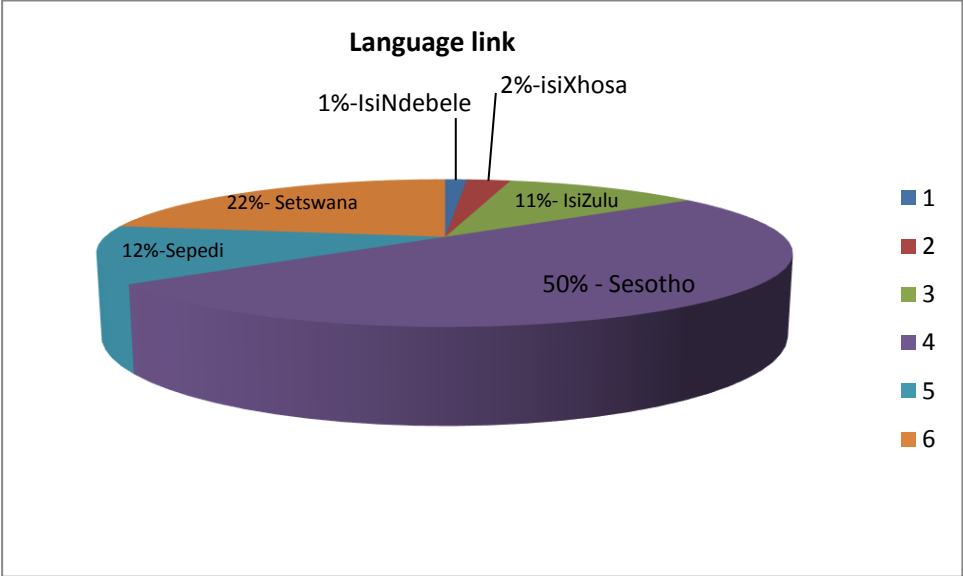


Figure 4-5: QA5 – Which language is the link that connects you with other residents?

The overall results shown in **Figure 6:QA6** below indicates that the majority of 38% of the participants in this area understood and interacted with other residents by using English while 34% indicated their proficiency in Sesotho. This is followed by IsiZulu and Sepedi respectively at 9% and Afrikaans and Setswana shares the spoils at 5%. Of the 20 participants, six indicated that they are proficient in English, four chose Sesotho and 3 chose both Setswana and Afrikaans and then two chose both IsiZulu and Sepedi.

Coetzee-Van Rooy (2013) finds that it is possible for Afrikaans home language participants to regard English as their strongest language. In her study of Afrikaans-English repertoires in South Africa, about 90% of the Afrikaans home language respondents indicated that Afrikaans is their home language and the strongest language. In the scenario below, one can argue that participants perceive English as their strongest language because the information which the Municipality send to communicate with the community is mostly written in English.

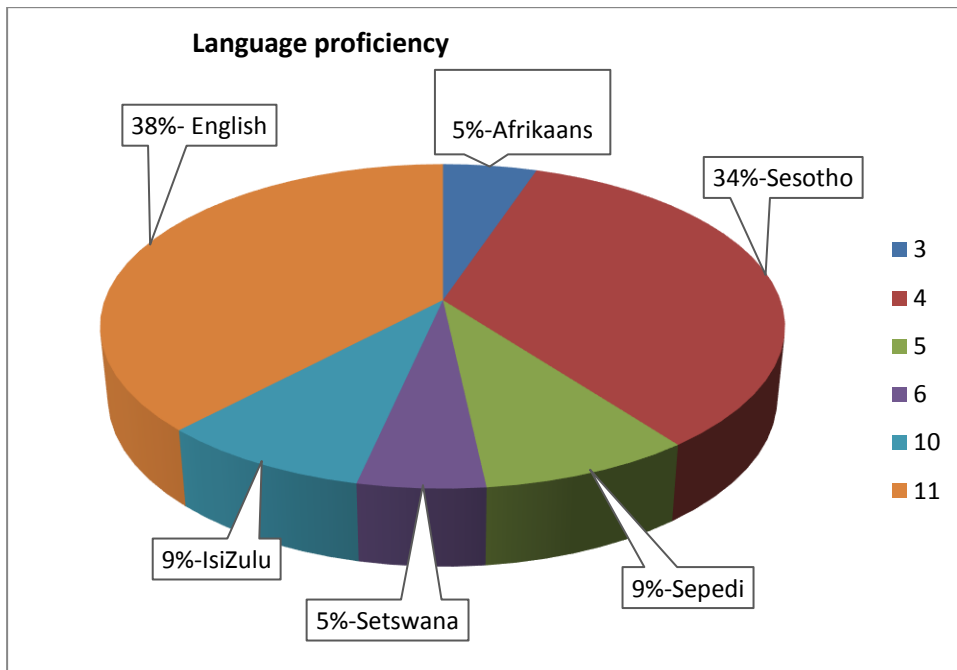


Figure 4-6: QA6- What other languages are you proficient in?

4.5 SECTION B – ADMINISTRATION AND COMMUNICATION

The figures from this point focuses on questions relating to effective administration and communication processes within the municipality that enable municipal employees as well as residents to participate in the decision-making processes.

The overall results reflected in **Figure7:QB1** indicate that the majority of 45% of the participants agreed that they were aware of the language policy of Emfuleni municipality, while 35% disagreed that there was none. 10% strongly agreed that there was a policy in existence and the other 10% disagreed that there was none.

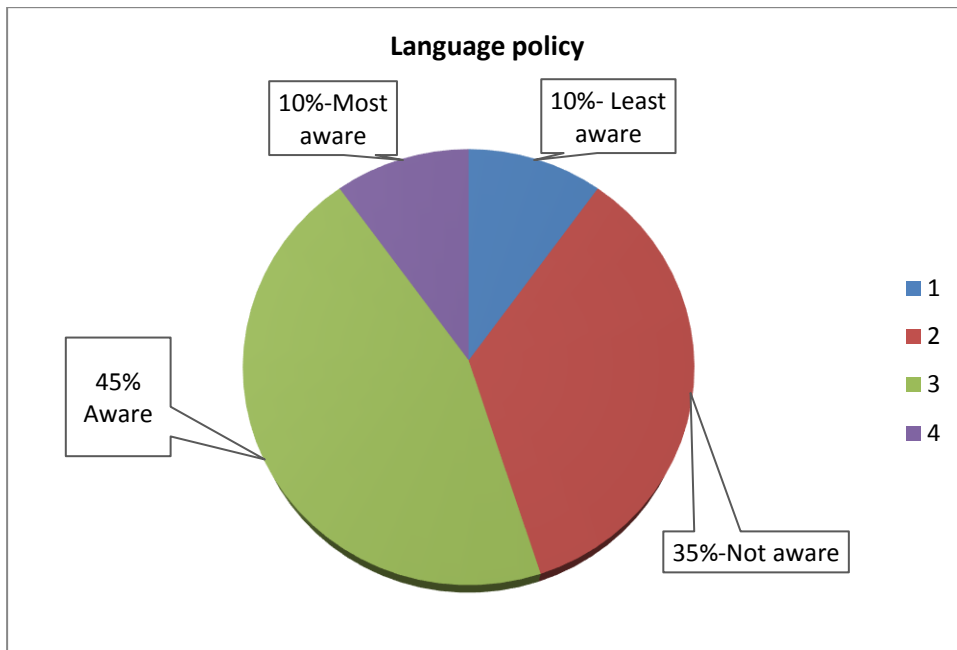


Figure 4-7: QB1- I am aware that Emfuleni Local Municipality has a language policy.

An overwhelming 48% agreed that there is an equitable use of official languages of the Emfuleni Municipality and 4% disagreed, while only 2% strongly agreed. **Figure 8:QB2** below presents a specific number and not necessarily a percentage like in the other figures above. The green shade has a positive indication and can help the reader and the researcher to gain access to the perceptions of the participants.

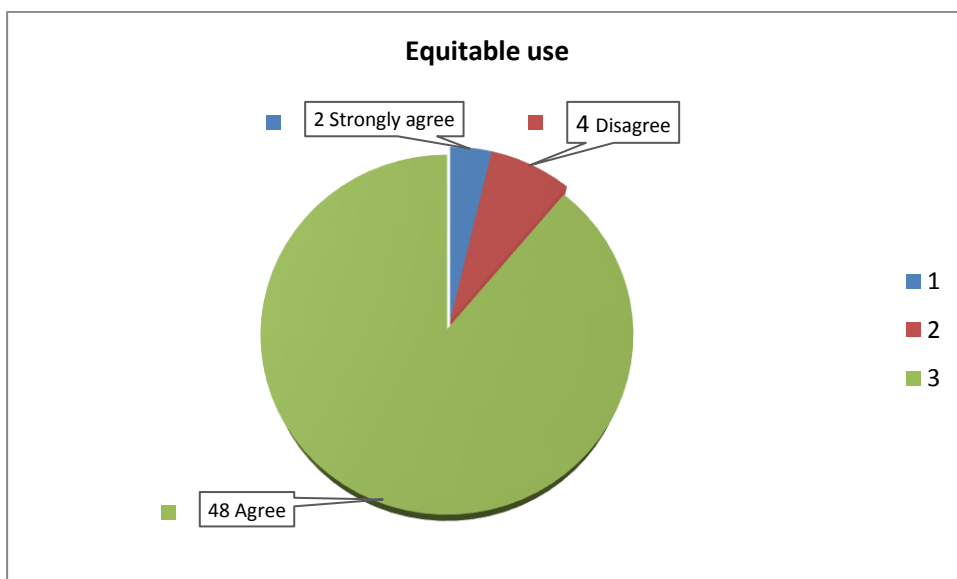


Figure 4-8: QB2- Do you think that there is an equitable use of official languages of the Emfuleni Local Municipality?

60% agreed that the Emfuleni Municipality communicated with its residents in the language choice or preferred languages of residents, while 25% strongly agreed and 15% disagreed. **Figure 9: QB3** had a strongly agree option but none of the participants marked it.

Figure QB2 indicated a much positive outcome than QB3; this highlights the view that Emfuleni Local Municipality recognises and respects the languages preferred by residents, it can accommodate and promote all languages chosen by the residents.

One aspect that comes to mind, is that QB2 asks about the symbolic aspect – “do you think that all languages are visible, are respected” and here the participants overwhelmingly agree but when it comes to whether the implementation is effective, QB3, the participants are somewhat less enthusiastic.

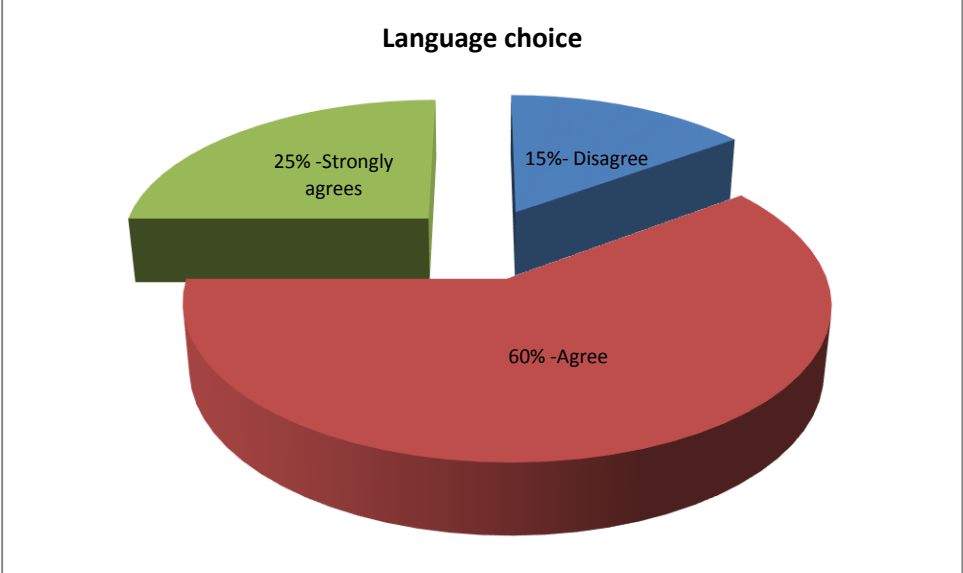


Figure 4-9: QB3- Municipality communicates with the residents in the language choice or preferred languages of the residents.

A total of 30% equally indicated that they have been asked to communicate with their preferred language and 10% strongly agreed to the statement. This acknowledged that Emfuleni Local Municipality promotes multilingualism, that is, linguistic diversity of the residents. Such gesture is likely to facilitate effective communication across the area. It gives people the opportunity to learn and understand each other’s languages. The users should also be able to access information in the language of their choice.

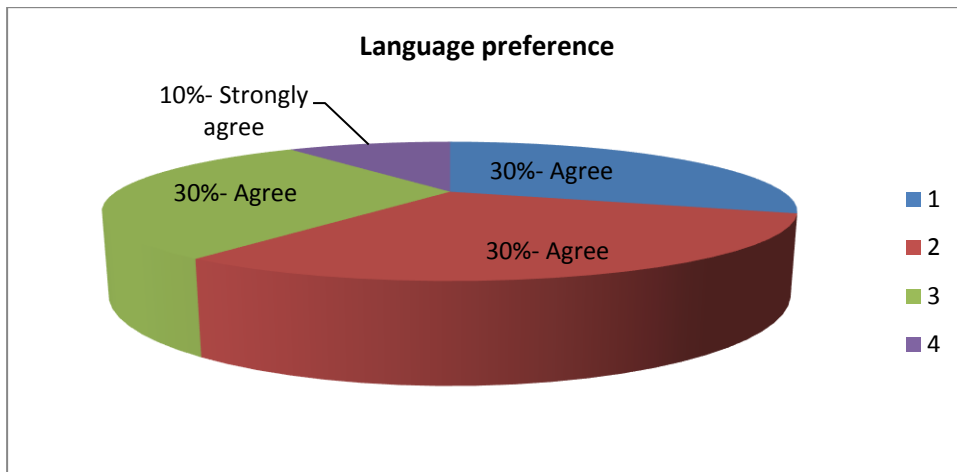


Figure 4-10: QB4- I have been asked what language I prefer the Emfuleni Local Municipality to use when communicating with me.

Figure 11: QB5 indicates that 65% of the participants thought that the municipality should communicate or provide information in the languages spoken by the residents. Twenty-five percent strongly agreed to the statement, while 10% disagreed.

There is a desire by the participants to be serviced in their different languages as indicated by the previous few questions where responses focused on actual experiences of the participants and their expectations. The participants' expectations and actual experiences are clearly aligned.

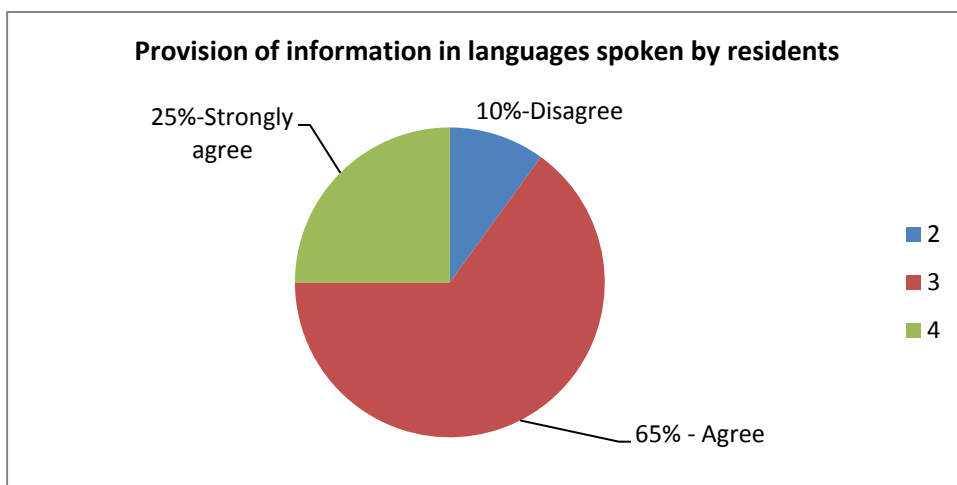


Figure 4-11: QB5- I think that the Emfuleni Municipality should communicate or provide information in the different languages spoken by the residents.

65% of the participants agreed that public events or meetings should be conducted in the language or languages that were used mostly by officials, while 20% strongly agreed and 15% disagreed. The responses to this question are aligned to the previous one QB5 as there is an acknowledgement that all language are accommodated.

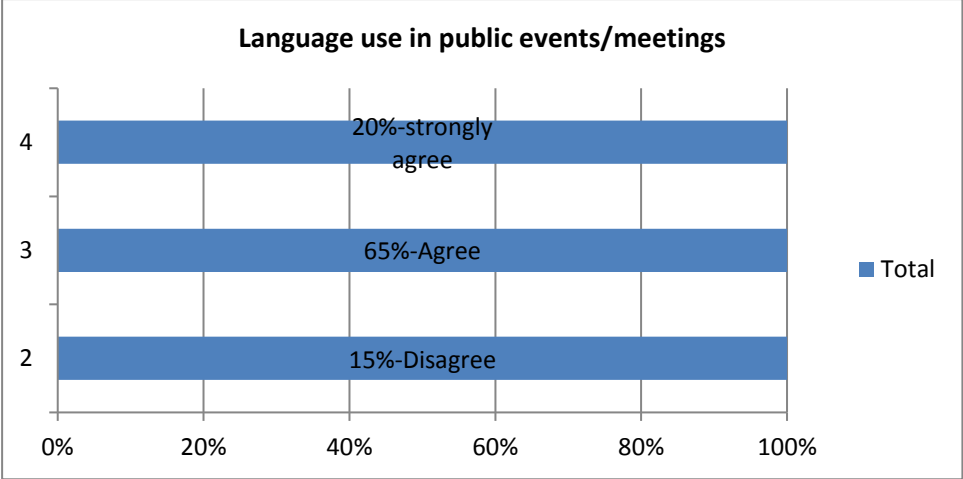


Figure 4-12: QB6- At public events or meetings organised by the Emfuleni Local Municipality, the language or languages that are mostly used by the Municipality officials are understood by residents.

This speaks to the ideal situation and not the experience of the reality. 75% of the participants agreed to incentives and/or sanctions that would encourage officials who were multilingual when serving residents. Twenty percent strongly agreed and 5% disagreed.

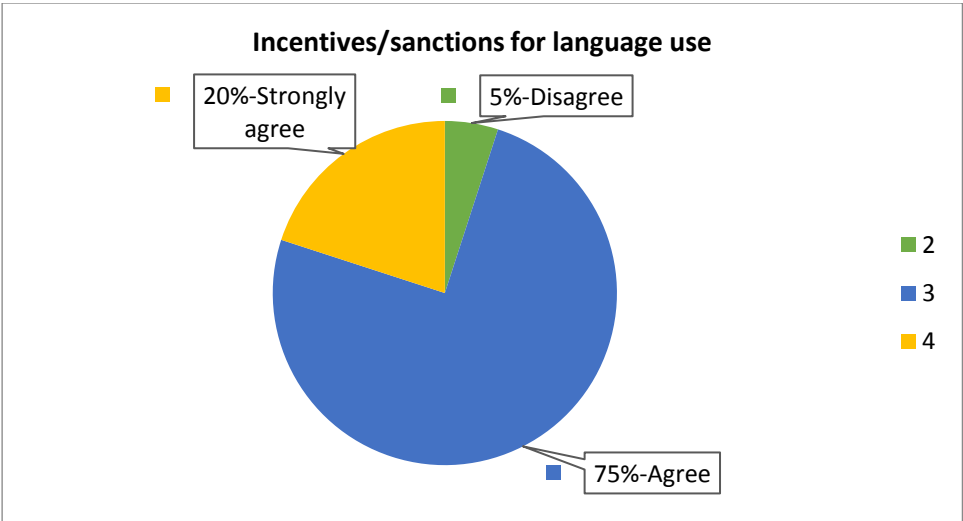


Figure 4-13: QB7- I suggest there should be incentive and/or sanctions to be put in place to encourage Emfuleni Municipal officials to become either multilingual or aware of multilingual practices in order to serve residents in their languages.

Figure 14: QB8 indicates that 55% of the participants agreed that they had observed that the municipality was using all languages used by residents of Bophelong Township, while 40% disagreed and 5% strongly disagreed. This reports about the functional multilingualism approach, i.e. the taking into consideration of demographic and attitudinal factors. It means languages could be used interchangeably at a given time.

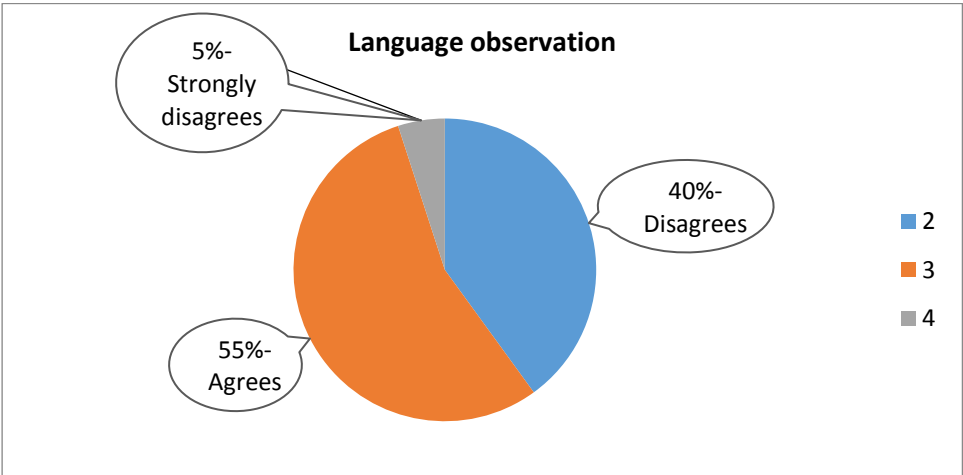


Figure 4-14: QB8- I observed that Emfuleni Local Municipality is using all languages used by residents of Bophelong Township.

60% of the participants strongly agreed that they used different languages when communicating with municipal officials 20% agreed and disagreed respectively. This clearly indicates that Emfuleni Local Municipality is awake to functional multilingualism. Therefore, the researcher can emphasise that multilingualism is a central component in ethnic and socio-economic integration.

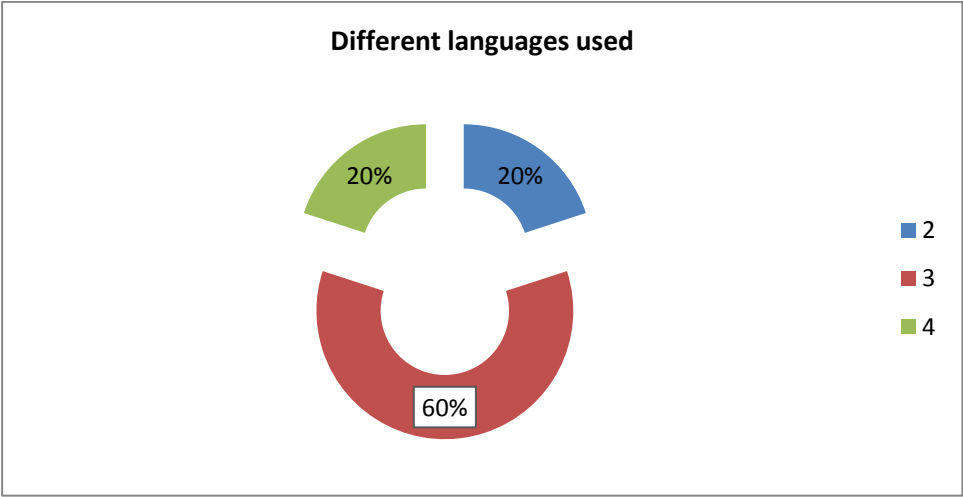


Figure 4-15: QB9: When I speak to Municipal officials, I use different languages.

The findings in **Figure 16QB10** reflects that 50% of the participants agreed that they always encouraged friends and other family members to learn other languages spoken in their area. 35% strongly agreed that they encouraged other people they interact with to learn other languages spoken in their area, while 15% disagreed and 10% strongly disagreed. The researcher notes that this is a different type of question not necessarily linked to Emfuleni Local Municipality but it is more about multilingualism.

This is more closely connected to the ideal situation and less to the actual experience that residents have of the Emfuleni Local Municipality.

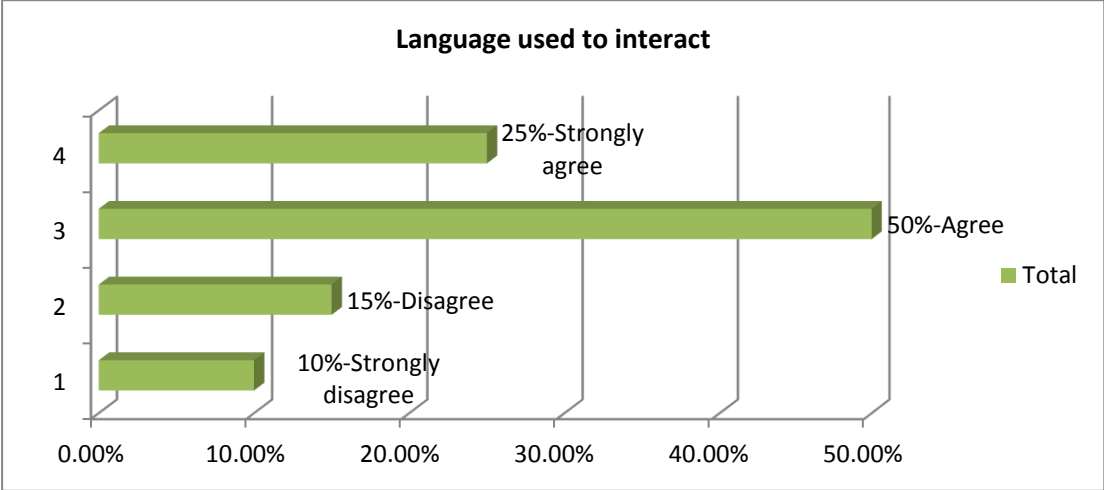


Figure 4-16: QB10- I always encourage the people I interact with, that is, my colleagues, friends and family members to learn other language spoken in our area.

4.6 SECTION C – INTERACTION WHEN VISITING THE MUNICIPALITY

This section covers the interaction that participants had with the municipality when visiting the offices. Forty percent indicated that they somewhat spoke their mother tongue when they sought assistance. 30% spoke very little of their mother tongue and 25% spoke their mother tongue to a great extent and 5% did not speak their mother tongue at all. The percentages on the graph below seems to have disappeared, however, the values presented relate to questions about the Emfuleni Local Municipality communication strategy in Section B, Figure 9- QB2 and 8-QB3 emphasised the positive responses where 60% of participants strongly agreed that there is an equitable use of official languages in the area.

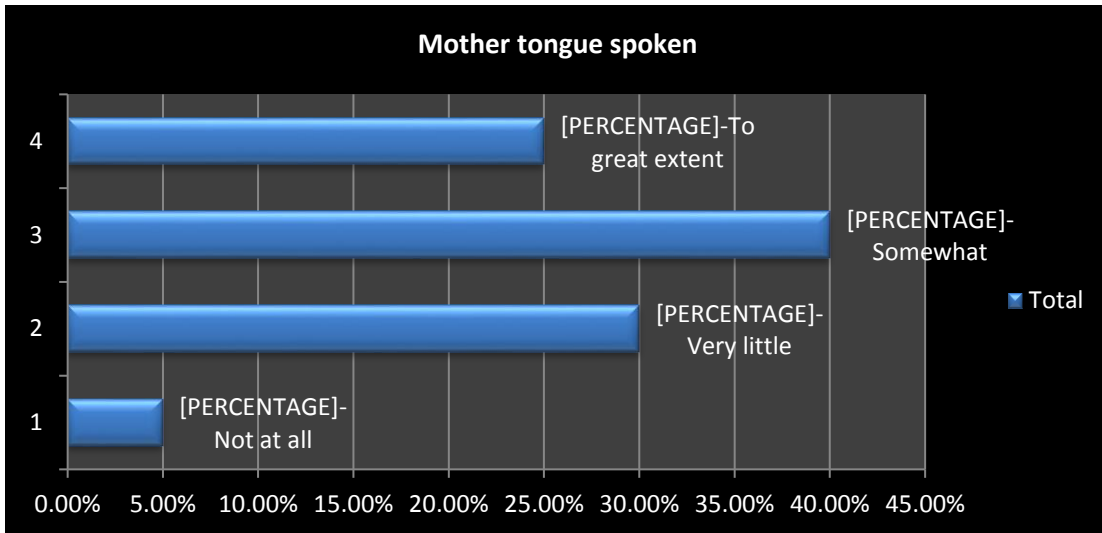


Figure 4-17: QC1.1- When I ask for assistance I would speak my mother tongue.

Figure 18QC1.2 presents the findings that 45% of the participants somewhat used other languages when asking for assistance. 35% of the participants indicated that they used other languages to a great extent, 15% of participants used very little of other languages while 5% did not use other language at all. Effective grasp of two or more languages should be the norm to enhance multilingualism in the public service like municipalities.

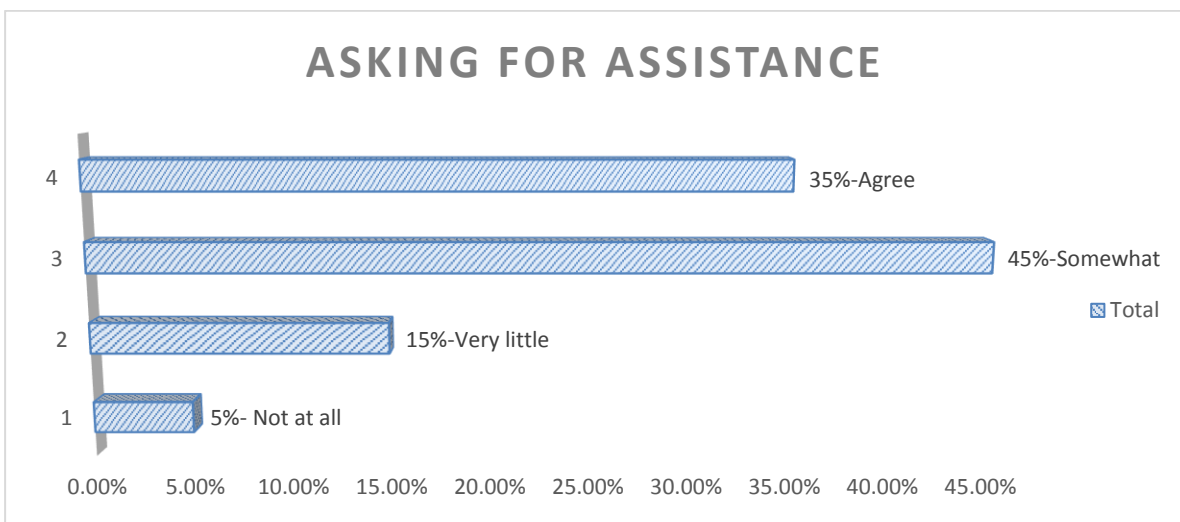


Figure 4-18: QC1.2 When I ask for assistance I would use other languages, e.g. English.

Only two options are presented below, an overwhelming 65% of the participants indicates that they did not ask for an interpreter at all when asking for assistance and 35% indicated that they sometimes used an interpreter for assistance. The picture indicates that the users of the services of Emfuleni Local Municipality are not aware that the Interpreting service is a requirement by law, therefore, there will be a need for education and vibrant interpreting and translation service.

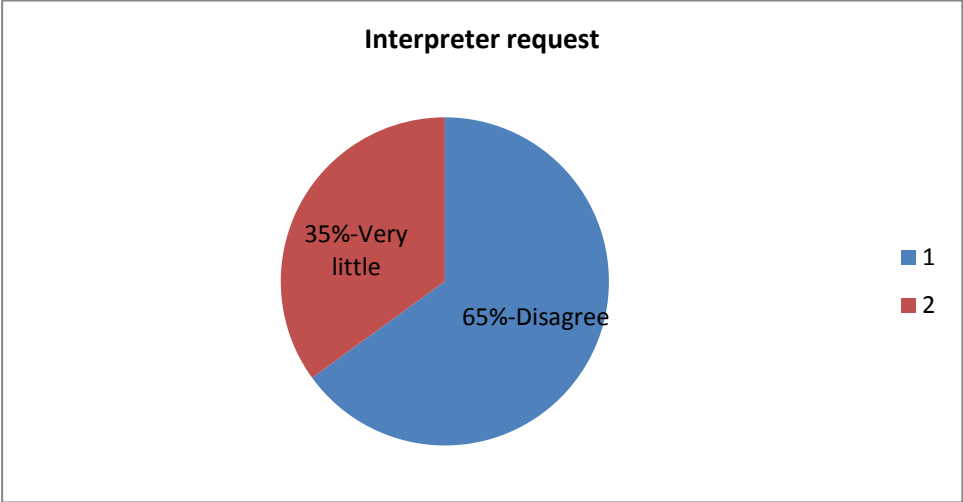


Figure 4-19: QC1.3- When I ask for assistance, I would ask for an interpreter.

The overall picture indicates that the participants generally do pick up documentation in their languages, 45% of the participants said that they did very little to pick up pamphlets and brochures written in their language. 35% indicated that they did not at all pick written material in their language, 15% said they did pick written material in their languages to a great extent and 5% said they somewhat did pick written material in their languages. One other angle to this question could look as to whether do many people pick up pamphlets, brochures in their languages, and do the municipality have pamphlets available at all in the language of choice.

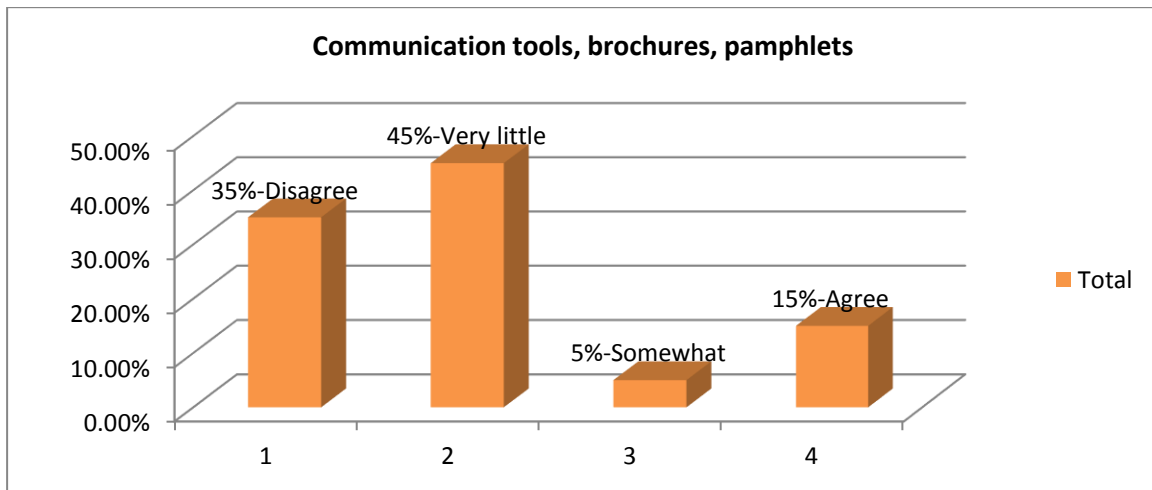


Figure 4-20: QC1.4- I pick up pamphlets, brochures written in my language.

During their interaction with the Municipality, residents are asked questions in relation to the services provided. 50% of the participants said they responded very little to questions in their mother tongue and 35% indicates that they somewhat used their mother tongue to respond to questions, while 15% did not respond to questions in their mother tongue at all.

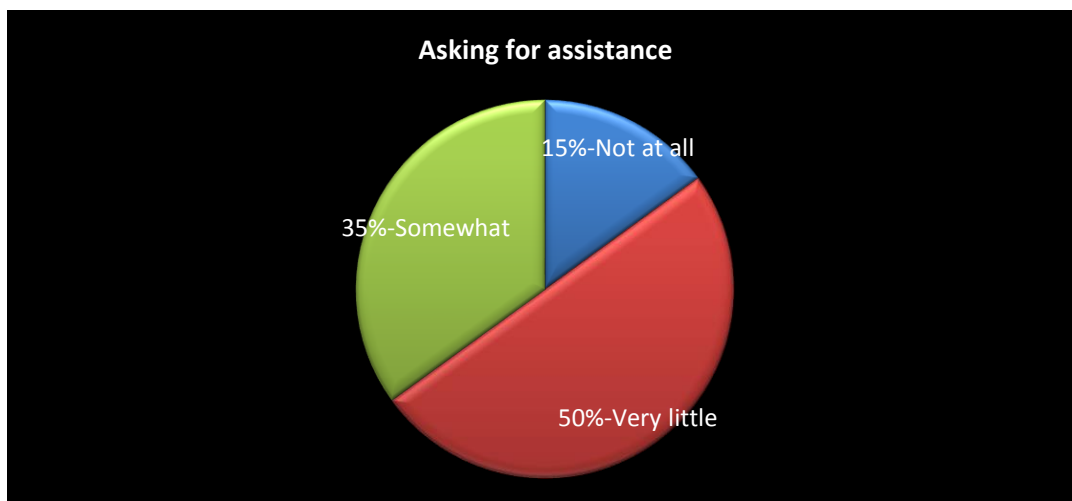


Figure 4-21: QC1.5 When I ask for assistance, I would respond to questions in my mother tongue.

The statistical analysis presented in **Figure 22QC1.6** shows downhill responses. 50% of the participants indicated that they did not request the officials to explain English documents in the language they understood best. Thirty percent say that they did very little to asked assistance to explain documents written in English and 15% indicated they somewhat ask for assistance. 5% indicate that they did ask for assistance to a great

extent. The presentation of data below does highlight an overall pattern of consistency, there is a dynamic complementary of the roles different languages play in this area.

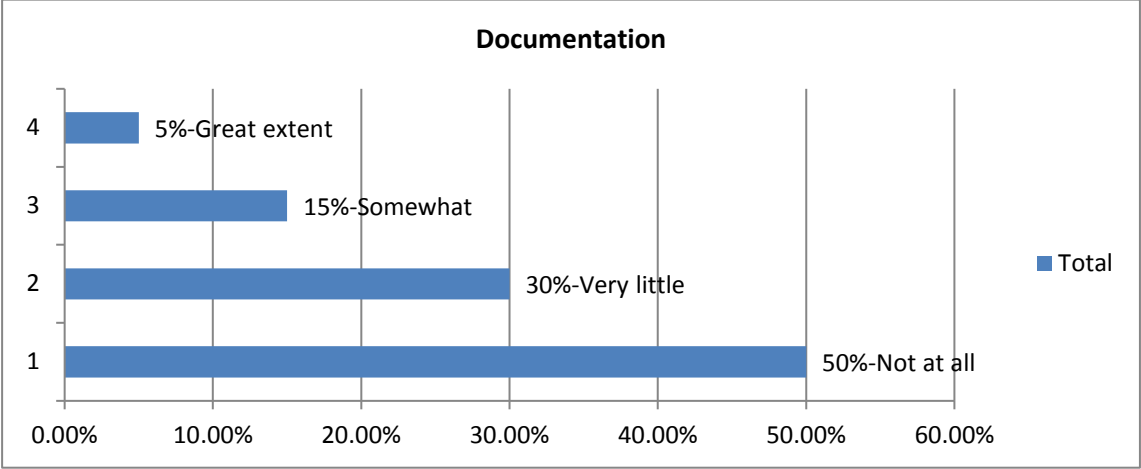


Figure 4-22: QC1.6- When I ask for assistance, I would request officials to explain English documents in the language I understand best.

The researcher admits that this question was not well formulated right from the start, the participants might have misinterpreted particularly when reading it from Sesotho or isiZulu questionnaires. 30% of the participants indicated that they did very little to submit their complaints in any other language other than their own mother tongue. 25% said they somewhat and to a great extent submitted their complaints in any language other than their own mother tongue respectively and 20% said not at all.

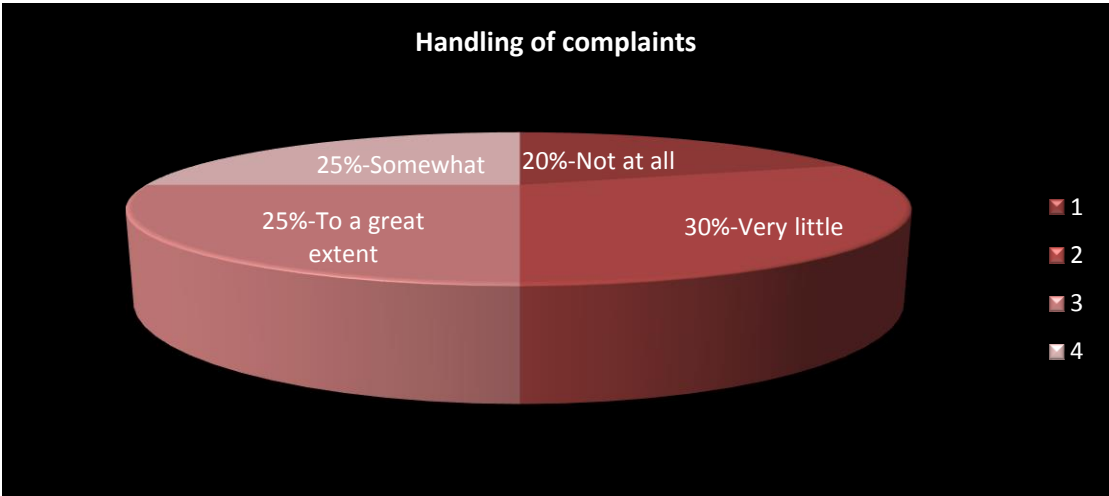


Figure 4-23: QC 1.7- When I ask for assistance, I would submit my complaints in any other language other than my own mother tongue

Figure 24QC1.8 indicates that 40% of the participants did not at all request to receive correspondence in the language they preferred, while 30% said they somewhat requested to receive it in their language preference. 50% said they did very little, 10% agreed 5% - no responses.

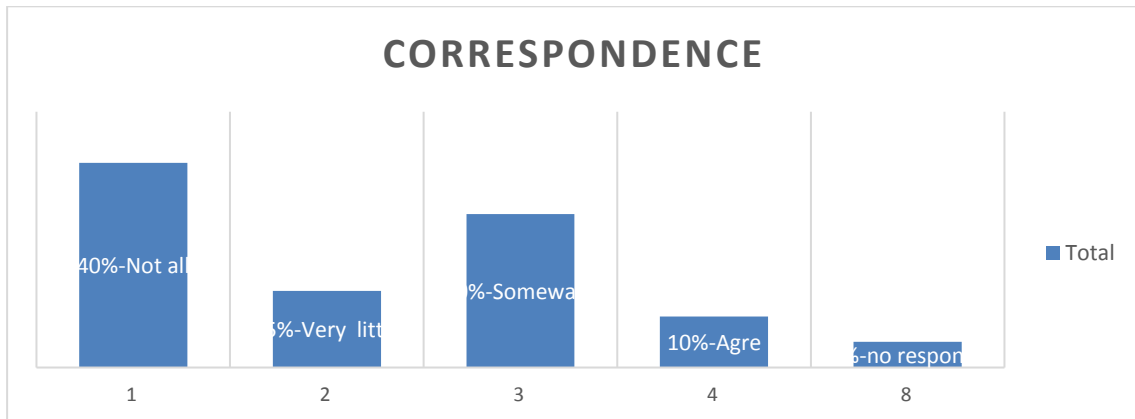


Figure 4-24: QC 1.8 – When I ask for assistance, I would request to receive correspondence in the language I prefer

5% of the participants indicated that they did not at all encourage officials to assist residents in the language they understood best. 50% said that they somewhat encouraged officials to assist residents in their language they understood best, 25% said they did so to a great extent and 20% say they did very little.

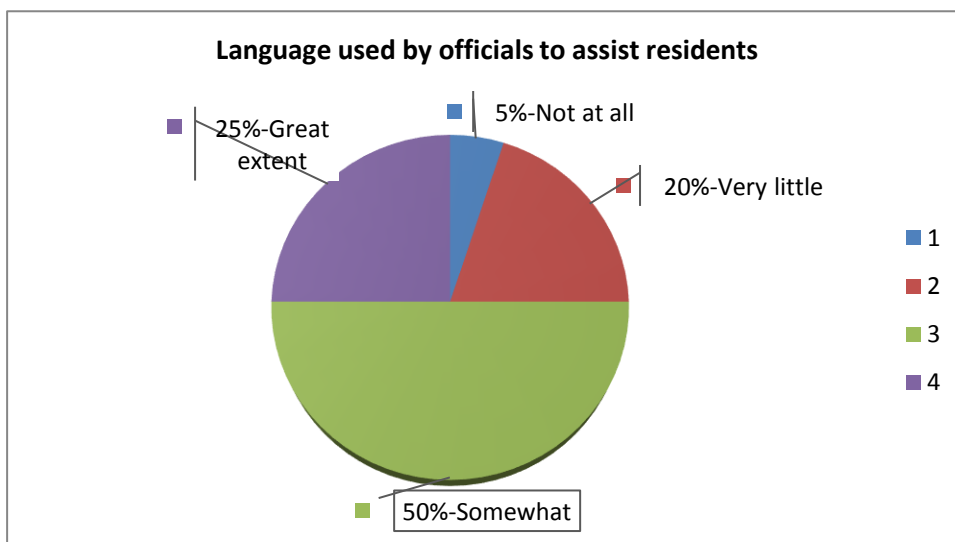


Figure 4-25: QC 1.9- I encourage officials to assist residents in the language they understand best

1.10 Other suggestions about multilingualism.

Participant 6: “Language is very important as it is one most important ways of communication”.

Participant 8: *Sesotho* - “Masepala o lokela ho kgothaletsa basebetsi ba ona ho sebedisa dipuo tsohle tseo baahi ba Emfuleni ba di buang”. ***English translation*** – The Municipality should encourage its officials to use all languages that are spoken by the residents of Emfuleni.

Participant 12: “Mixed languages will help”.

Participant 19: *IsiZulu* - “Kufanele kuthi abantu basizwe ngolwimi labo”. ***English translation*** – People should be assisted in their languages.

Participant 15: “Policy be drafted to address loopholes on effective communication”.

Participant 14: “The municipality must use the languages that people understand”.

In summary, it is apparent from these suggestions that people have a positive attitude about the implementation of multilingualism in Emfuleni Municipality. Though most of the participants who completed the questionnaire had a low proficiency in English as most questionnaire completed and received were in Sesotho and IsiZulu. The fact that the majority communicate with the Municipality and other residents in at least three languages points to that Emfuleni Municipality is a heterogeneous area which boasts of individual multilingualism.

4.7 SECTION D – ANALYSIS OF DOCUMENTS

Below are notices from a local newspaper, namely “Vereeniging Ster”, dated 23 May – 29 May 2017. The first notice depicts the different languages used in Metsimaholo Local Municipality (neighbouring municipality) and Emfuleni Municipality respectively, where residents are informed about the Integrated Development Plan.

These newspapers are generally distributed in the Vaal region (Sebokeng, Vanderbijlpark, Vereeniging including Sasolburg) even though not on a consistent basis. It is evident that the Metsimaholo Municipality promotes multilingualism as the notice was published in four official languages, while the Emfuleni municipality has opted to use English only.

The researcher could not get access to enough documents meant for public consumption due to internal policy restrictions. Other documents would have been helpful for the researcher to be able to probe the trend over a long period, further and stand-alone research can be explored.

The researcher managed to have a short period (one day) to conduct observation at one of the Emfuleni service centre that resulted in Table 4-1 below.



**PUBLIC NOTICE
COUNCIL MEETING
(NO 6 OF 2016/17)**

Notice no. 40/2017 **METSIMAHOLO LOCAL MUNICIPALITY**

NOTICE IS HEREBY GIVEN THAT A COUNCIL MEETING FOR THE APPROVAL OF THE 2017/18 BUDGET AS WELL AS THE 2017/18 INTEGRATED DEVELOPMENT PLAN (IDP) WILL BE HELD ON WEDNESDAY, 31ST MAY 2017 AT 14:00, IN THE COUNCIL CHAMBER, SECOND FLOOR, 10 FICHARDT STREET, CIVIC CENTRE, SASOLBURG. MEMBERS OF THE PUBLIC ARE INVITED TO GRACE THIS MEETING.

METSIMAHOLO PLAASLIKE MUNISIPALITEIT

HIERMEE WORD KENNIS GEGEE DAT 'N RAADSVERGADERING IN DIE RAADSAAL, BURGERSENTRUM, 2DE VERDIEPING, FICHARDT STRAAT 10, GEHOU SAL WORD OP WOENSDAG 31 MEI 2017, OM 14:00. HIERDE VERGADERING HET TEN DOEL OM DIE GOEDKEURING VAN DIE 2017/2018 BEGROTING EN DIE 2017/2018 GEÏNTEGREERDE ONTWIKKELINGSPLAN (GOP) TE BEWERKSTELLIG. ALLE LEDE VAN DIE PUBLIEK WORD UITGENOOI OM HIERDIE VERGADERING BY TE WOON.

LEKGOTLA LA MOTSE LA METSIMAHOLO

HO TSEBISWA KA KOPANO YA LEKGOTLA LA MOTSE E TLANG HO TSHWARWA KA LABORARO LA 31 MOTSHEANONG 2017, PHAPOSING YA DIKOPANO TSA LEKGOTLA LA MOTSE, MOKATONG WA BOBEDI, NO. 10 MMILENG O BITSWANG FICHARDT, SETSING SA SETJHABA, SASOLBURG, KA HORA YA BOBEDI, MOTSHEARE (14:00); BAKENG SA HO ANANELA DITEKANYETSO TSA DITJHELETE TSA 2017/18 LE MORALO WA NTSHETSOPELE O KOPANTSWENG (IDP) KA BOKGUTSHWANE WA 2017/18. BAAHI BA MEMELWA HO BA KAROLO YA KOPANO ENA.

UMASIPALA WENGINQI I-METSIMAHOLO

ESI SISAZISO SENTLANGANISO YEBHUNGA EZAKUBANJWA NGOLWESITHATHU UMHLA WAMASHUMI AMATHATHU ANANYE KUCANZIBE KUNYAKA KA-2017 NGENTSIMI YESIBINI EMALANGA, LE NTLANGANISO IZAKUBANJELWA KUMGANGATHO WESIBINI KWIGUMBI LENTLANGANISO, 10 FICHARDT ISITALATO, CIVIC CENTRE KWIDOLOPHU YASE SASOLBURG. KULENTLANGANISO KUZABE KUSHUKUXWA UKUPASISWA KOHLAHLOLWABIWO MALI LUKA 2017/2018 KUNYE NE IDP KA 2017/2018. ULUNTU LUYAMENYWA NGOKUBANZI.

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(016) 950-7000





EMFULENI
LOCAL MUNICIPALITY

Vaal River City, the Cradle of Human Rights

Public Notice

Adoption of the IDP & Budget 2017/2021

Notice is hereby given in terms of Chapter 4, Section 21 (1) and Section 21A (1) of the Municipal Systems Act, 32 of 2000 that the Emfuleni Local Municipal Council meeting will be held under the following arrangements to consider the 2017/21 IDP/Budget:

Time: 09:00 am
Date: Thursday, 25th May 2017
Venue: Vereeniging City Hall

Members of the public are invited to attend..

Issued by the office of the Speaker of Council

Enquiries:
Tel: 016 950 6462

This notice was displayed as required by Legislation



M.E Tsokolibane
Speaker of Council

www.emfuleni.gov.za

Notice No.: ELM01324/03/05/2017

N.O.T.I.C.E.S

Table 4-1: Language observation checklist: comment form – Emfuleni Client Service Department

Interaction with clients	Always	Somewhat	Never
Do the official(s) greet the client(s) in the language they understand?		✓	
Do the client(s) understand the language spoken by the official(s)?		✓	
Expression			
Do the client(s) use his/her mother tongue?	✓		
Do the official(s) understand the client's language?		✓	
Documentation			
Are the documents written in the language understood by the client(s)?		✓	
Does the official(s) assist the client(s) in the language written in the document?		✓	

4.8 CONCLUSION

The results of the questions indicated that many of the residents used their preferred languages to communicate with the Emfuleni Local Municipality. From the responses to the questionnaire, it is clear that by using other languages, individuals learn each other's sensitivities, values, norms, culture and circumstances. Thus, individual multilingualism broadens one's world view.

Multilingualism is also confirmed in question QB3, 8 and 9 which indicated that people have a working knowledge of different languages spoken in this area; Bophelong Township is truly a multilingual environment; hence the Municipality should appreciate multilingualism as a benchmark of being truly South African.

The participants' view is that adopting a functional multilingualism approach will assist as the way forward and the researcher is positive that a well-thought language policy will succeed in Emfuleni Local Municipality.

The chapter provided the findings of the study. These findings were structured in such a way that they articulated directly to the research questions this study sought to answer. With all the explored above factors, the next chapter draws the study's summary and conclusions before proposing the way forward.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter deals with a summary of the whole research study that includes the aim of the study, the objectives of the study, various research methods employed in the study to collect data and the presentation and analysis of the data collected.

Conclusions are drawn from the analysis of the results of the study and recommendations and suggestions are made for further studies.

5.2 THE AIM OF THE STUDY

The aim of the study was to investigate the effective implementation of multilingualism in the Emfuleni Local Municipality for communication purposes with the residents of Bophelong Township.

Language is a right to all citizens of South Africa as enshrined in the Constitution of the Republic of South Africa that is the supreme law of the country. It is imperative that policy makers in Emfuleni Local Municipality should adhere to the provisions of the Constitution.

The study also aimed at establishing whether the Municipality is aligned to the Use of Official Languages Act that provides for the use of official languages in according to demand, practicality and cost.

Section 6 of the Constitution of the Republic of South Africa states that:

- (a) The national and provincial governments may use any particular official languages for the purposes of government, taking into account usage, practicality, expense, regional circumstances and balance of the needs and preferences of the population as a whole or in the province concerned; but the national government and each provincial government must use at least two official languages.
- (b) Municipalities must take into account the language usage and preferences of their residents.

In this research study, background information served to give an overview of how language policies of South Africa were perceived by various scholars since 1994 and the historical overview of the language policies available in the country. It is clear that African

languages were given a low status, as the language diversity of South Africa was not acknowledged by the government of that day, particularly in the local government sphere.

5.3 METHODOLOGY

The dimension taken as the methodological expression in this research enterprise was triangulation. It is a type of research which entails gathering data in many different ways and from as many diverse sources as possible.

According to Terre Blanche and Durrheim (1999:128), triangulation “helps the researcher to ‘home in’ on a correct understanding of a phenomenon by approaching it from several different angles”.

Mouton and Marais (1988:91) see triangulation as a type of research that encompasses multiple sources of data collection in a single research project to increase the reliability of the results and to compensate for the limitations of each method. Thus, triangulation is not a dichotomy but a qualitative-quantitative continuum.

This means that it concludes the two types of research, qualitative and quantitative, in the sense that qualitative research data is verbal and quantitative research data is numerical, which simply means that it focuses on how often something occurs.

Qualitative approaches are justified on the grounds that researchers are more interested in the quality of a particular activity and not in numerical occurrence. According to Hendry (1996:13), “The approach investigates the qualitatively different ways in which people experience or think about phenomena”.

What this intimate is that what participants think and believe to be true is more important than any objective reality. The fundamental premise is that people’s actions depend on what their convictions are. Convictions lead to consequences of action.

Fetterman (1988:6) contends that qualitative enquiry is concerned with deciphering a phenomenon from respondents’ perceptions. In other words, the understanding with which the qualitative investigation is concerned is conveyed by the description of the participants’ feelings, ideals, beliefs, thoughts and actions, with the objective of generalising results to other situations.

Qualitative research is descriptive, analytic and interpretive. It focuses on the depth of information, as opposed to breadth, representativeness and measurability. It attempts to examine a phenomenon in a holistic manner.

An interpretive approach which is a hallmark of qualitative research is seen as a means to an end, that is, in trying to find out how people really feel about particular things. Quantitative research, as the name suggests, is based on the measurement of quantity or amount.

It places emphasis on how often an event or activity occurs which makes it inadequate in this research. However, numerical representation was used in this research in the quantification and analysis of findings (Mutasa, 2003:14-16).

Since triangulation includes both two types of research, it is the most appropriate methodology for the research. The research methods are broad and include mainly questionnaires, newspaper articles and observation.

5.4 QUESTIONNAIRE

The questionnaire focuses on the issue of question wording as well as the important notions of validity and reliability. Of course, the questionnaire has its own demerits, that is, the potential ambiguity of statements or questions. The participant may divert the question in order for him to include views exciting to himself and not particularly to the interviewer. The questionnaire may not serve the purpose if the subject is not clear to the participants.

The questionnaire was administered to 20 participants, ten (10) at the offices, namely, the Service Centre Unit offices in Vanderbijlpark and with ten (10) residents in the township, Muvhango and Bophelong residential area.

All 20 questionnaires were received timely and analysed. The participants were cooperative as the researcher was accompanied by a senior official who assisted in ensuring that the questionnaire was completed on time. The aim of the questionnaire was to find evaluative, conative and analytic responses. Open-ended questions were aimed at eliciting the participants' broader perspective to multilingualism and its implementation.

5.4.1 Newspaper advert and Observation

The questionnaire was complemented by newspaper adverts for 23-29 May 2017 and observations which were briefly analysed.

5.4.2 Analysis and observation

The language situation in Emfuleni Municipality is too diverse. The choice of language for communication purposes with residents could present a challenge to many policy makers. One of the main worries of policy-makers, language planners and other concerned people is that, including African languages into the running of the Municipality, would lead to striking the official language from the day to day operations, which would ultimately have a negative effect on the performance of the officials.

There is no country in this world that is linguistically homogenous. On the contrary, in view of the multiplicity of languages, multilingualism is the norm. Even seemingly monolingual contexts are subject to dialectical variations. Many countries do not further the understanding of multilingualism, dispel confusion and anxiety or conduct systematic surveys or research which could inform them about the multilingual profile of the citizens, the use of languages in the different social domains and the distribution of languages at the local, regional, national and cross-border levels. Such research would decrease the feeling that multilingualism is a chaos that is impossible to handle.

Acquired multilingualism is a feature of many African individuals and their societies as well. In such a context, monolingual individuals cannot participate and communicate effectively at all levels of society. Oral and written communication in African countries can be characterised by a hierarchy of up to five levels, as shown in the picture below. Take the example of political communication. At national and international level the official language is of utmost importance, but at regional and local level the regional and local languages are equally important (UNESCO, 25-26).

In many cases, trilingual models might be a good alternative to bridge communication between the various levels:

A model of the sociolinguistic reality in African countries

One or more – official language(s) (often an international language)
Several national languages i.e. languages of wider communication of national or near- national distribution
Even more local languages of wider communication e.g. UNESCO's Community (area) languages
Up to hundreds of local languages / mother tongues in the communities

5.5 Suggestions and recommendations

5.5.1 The initial fact-finding phase

According to Rubin (1971) the first step in the development and implementation of a language policy, is to conduct an extensive research. The language planner must establish the language problems, tendencies and constraints within the existing situation. The planner must determine the rationales, the existing social, cultural, political and economic dimensions offered.

Mutasa (2003) further indicates that surveys must be carried out to gather attitudinal and demographic information which enables language planners to deduce, draft and establish the envisaged target language policy. There is a need to establish three types of basic data, namely attitudinal, demographic and situational, which determine the success of effective language planning. In modern language planning the complete collection of data is essential for formulating a feasible, objective and a fair language plan.

5.5.2 The Planning phase (goals, strategies and outcomes)

This is the second phase where the actual planning takes place. According to Rubin (1971: 219), "The planner will formulate plans based on his knowledge of the constraints". Planning forms a natural follow-up to the fact-finding as it enables the language planner to determine goals, strategies and to predict outcomes. Part of the planning process is to

do a cost benefit analysis of all linguistic and non-linguistic goals. After determining the goals, strategies are established. The final step in the planning stage involves prediction of the possible outcomes.

Part of the planning process is to do a cost benefit analysis of all linguistic and non-linguistic goals. After determining the goals, strategies are established. The final step in the planning stage involves prediction of the possible outcomes.

5.5.3 The implementation phase

The implementation phase of the language planning process involves putting strategies into operation, which is the process of effecting the actual language planning. This is where the cooperation of all stakeholders is required. This implies active involvement of language planners and governments in persuading and motivating the citizens to accept the proposed language plan.

The process of implementation is undoubtedly the most challenging and difficult stage because strategies involve the entire population and one cannot determine how people will react to the policy. In any case, language planners who set the goals of the language plan ensure the effective and efficient implementation of the plan by gaining consensus of the majority of the population.

Nationally, good language policies or policy statements are in place but in many institutions, the effective implementation of these policies falls short for a variety of reasons. Over the years the following policies, policy statements and reports were tabled creating a sound basis for the development of multilingualism as a national asset and resource. They include:

- Langtag recommendations (1996)
- Higher Education Act (1997)
- White Paper on Higher Education (1997)
- Language Policy Framework for Higher Education (2001)
- Gerwel Committee Report (2002)
- Declaration by Rectors of HAU's (2002)
- Language Policy for Higher Education (2002)
- PanSALB Guidelines for policy development (2003)
- Ndebele Committee Report (2003)

- Report by Rectors of HAU's (2005)

A careful analysis of the performance of a variety of national language and policy structures and institutions indicate, that the development of multilingualism in any real and constructive way is not really taken seriously by role-players such as the Government, the educational sector, the world of science and technology, the public and private sectors.

The time has come for these role-players to put action (and money) to all the politically correct statements that are often and so easily made. This will include that a language law become part of the South African judicial scene as soon as possible and that this law ensures the development of all our languages and language communities. (Special Interest Group on Multilingualism (SIGom: 4-5).

5.6 CONCLUSION

Multilingualism is an integral part of the South African national identity and is an essential national asset and resources to be protected. Language planning in a multilingual setting like Emfuleni Local Municipality is a complex issue and should be managed effectively.

This entails the following: - the availability of language planning capacity in the institution, including, in particular, specialist(s) who will have the responsibility for institutional language planning and for the implementation of specific language planning programmes.

Some of the points advanced by the participants in this study is that using different languages helps everyone to have access to information and this takes cognisance of all the residents and the cultural groups.

Research on the implementation of multilingualism language policies and plans is vitally important and the necessary support must be put in place. Effective research on different aspects of language planning is essential and institutional managements should therefore accommodate this need by ensuring that language planning research is properly prioritised as part of an institutional research programme, and that funds for this research will be readily available.

Research should deal with a variety of topics including language attitudes, the sociolinguistic needs and preferences of residents and officials of the Emfuleni Local Municipality, the most appropriate language policy models for the different multilingual

profiles of the Municipality, effective policy implementation and the interrelationship between language, access and success.

This body of research will be essential to ensure that the right policies, structures and interventions are in place and that they make the envisaged contribution to the establishment and maintenance of our pluralistic society.

This chapter tied up the major findings of the research while drawing conclusions from the study.

Inferences that were drawn from data presented, analysed and discussed in the chapter were correlated to the major research themes and questions. Based on evidences from the research findings, the chapter wrapped up by suggesting recommendations for possible implementation.

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APPENDIXES OR ANNEXURES

A-Request letter to conduct research

Enquiries: School of Languages: Dr J Seema

Tel: (016) 910-3492

North West University (Vaal
Campus)

P O Box 1174

Vanderbijlpark

13 April 2017

Office of the Municipal Manager

Emfuleni Local Municipality

Vanderbijlpark

Dear Sir/Madam

Request to conduct research in Bophelong Township & offices of the Emfuleni Municipality

A request is hereby made to your institution to allow Lebona Cedric Mafisa (Student No: 12619914) to conduct research at the above mentioned township & your offices. This research is aimed at looking at the interaction and communication between the residents and the municipality. The topic of this research is, *“Implementing Multilingualism in the Emfuleni Municipality for communication purposes with the residents of the Bophelong Township”*. As you can realize from the topic of this research, the municipality will directly benefit as this will assist in improving the communication process, not only with the particular residents but this will also help other municipalities in the country.

The intention is to conduct it during May 2017. Consent letters will be issued to participants (residents and some municipal officials); participation in this research is voluntary and no person will be forced to take part against his/her will.

I hope you find this in order.

Yours faithfully,

Lebona Cedric Mafisa

Cell: 082 9650 687

E-mail: mafisalebona@gmail.com

B- Questionnaire

Questionnaire to residents & officials of Emfuleni Municipality on implementation of Multilingualism

Section A: Personal data

Questions 1-6: Please provide the following information by making an X in the appropriate block, for example

1	X
---	---

Please indicate your—

1. In what age group are you: (mark one only):

20-29	1	<input type="checkbox"/>
30-39	2	<input type="checkbox"/>
40-49	3	<input type="checkbox"/>
50-59	4	<input type="checkbox"/>
60+	5	<input type="checkbox"/>

2. Gender:

Male	1	<input type="checkbox"/>
Female	2	<input type="checkbox"/>

3. What is your highest qualification?

Matric	1	
Diploma	2	
Bachelor's degree	3	
Postgraduate diploma/Honours degree	4	
Master's or doctoral degree	5	
Short courses	6	
Any other..... (Specify)	7	

4. What is your mother tongue:

isiNdebele	1	
isiXhosa	2	
isiZulu	3	
Sesotho	4	
Sepedi	5	
Setswana	6	
SiSwati	7	
Tshivenda	8	
Xitsonga	9	
Afrikaans	10	
English	11	

5. Which language is the link that connects you with other residents:

isiNdebele	1	
isiXhosa	2	
isiZulu	3	
Sesotho	4	
Sepedi	5	
Setswana	6	

SiSwati	7	
Tshivenda	8	
Xitsonga	9	
Afrikaans	10	
English	11	

6. What other languages are you proficient in:

isiNdebele	1	
isiXhosa	2	
isiZulu	3	
Sesotho	4	
Sepedi	5	
Setswana	6	
SiSwati	7	
Tshivenda	8	
Xitsonga	9	
Afrikaans	10	
English	11	

PLEASE TURN TO PAGE 4 FOR SECTION B

Section B: Questions related to the languages used in the Emfuleni Municipality, with the objective of attaining multilingualism for effective administration and communication processes within the Municipality and 'to enable municipal employees, as well as residents, to participate in the decision-making processes.

Language usage/practice of the Emfuleni Municipality

Questions 1-10: Please indicate the extent to which you agree or disagree with each of the following statements by making an X in the appropriate block for example

3	X
---	---

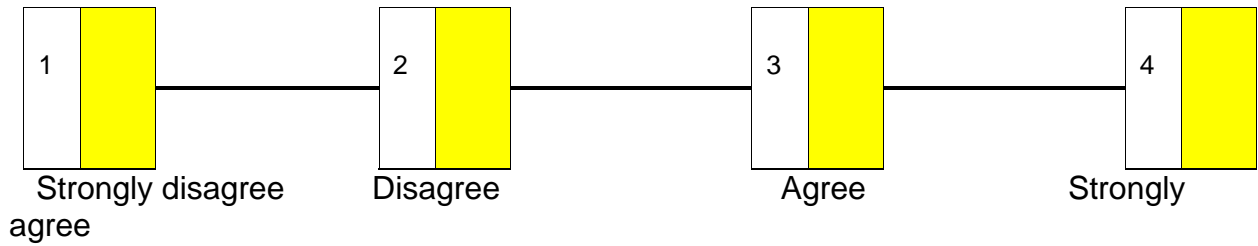
1. I am aware that Emfuleni Municipality has a language policy?

1		2		3		4	
Strongly disagree		Disagree		Agree		Strongly	
agree							

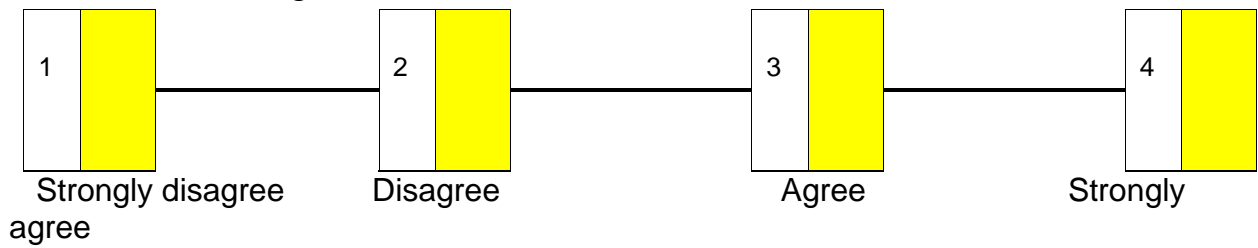
2. Do you think that there is an equitable use of the official languages of the Emfuleni Municipality?

1		2		3		4	
Strongly disagree		Disagree		Agree		Strongly	
agree							

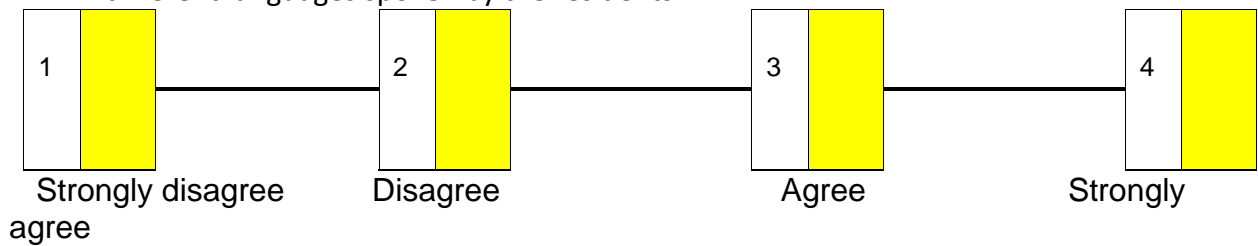
3. When I communicate with the Emfuleni Municipality or in my observation, the Emfuleni Municipality communicate with its residents in the language choice or preferred languages of the residents?



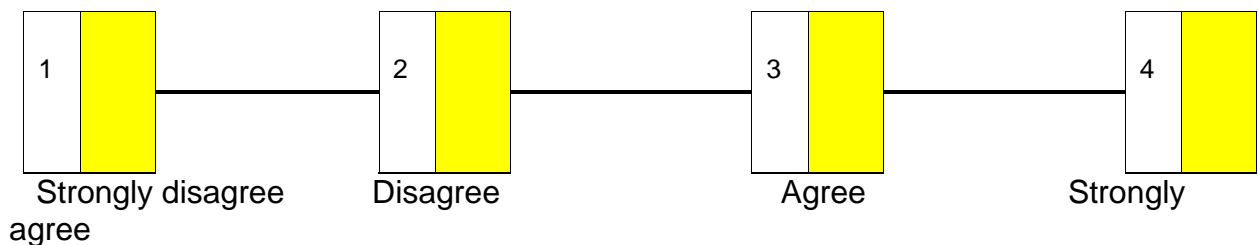
4. I have been asked what language I prefer the Emfuleni Municipality to use when communicating with me.



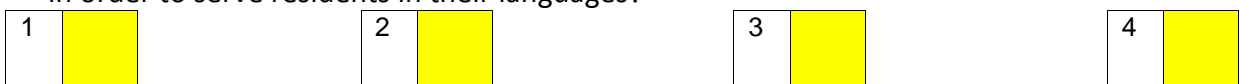
5. I think that the Emfuleni Municipality should communicate or provide information in the different languages spoken by the residents.



6. In your observation, at public events or meetings organised by the Emfuleni Municipality, the language or languages that are mostly used by the Municipality officials are understood by residents?

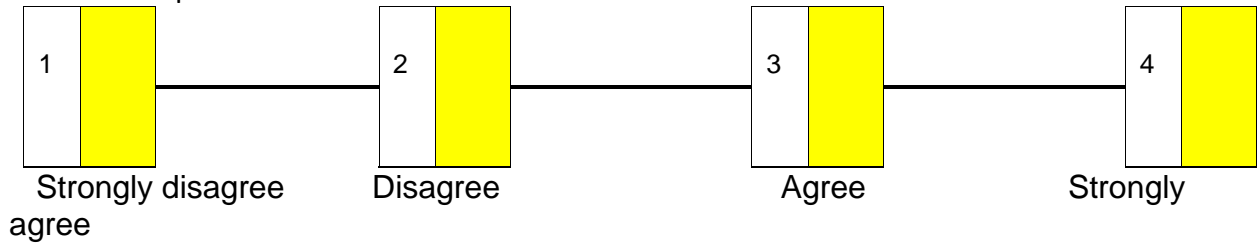


7. I suggest there should be incentives and/or sanctions to be put in place to encourage Emfuleni Municipal officials to become either multilingual or aware of multilingual practices in order to serve residents in their languages?

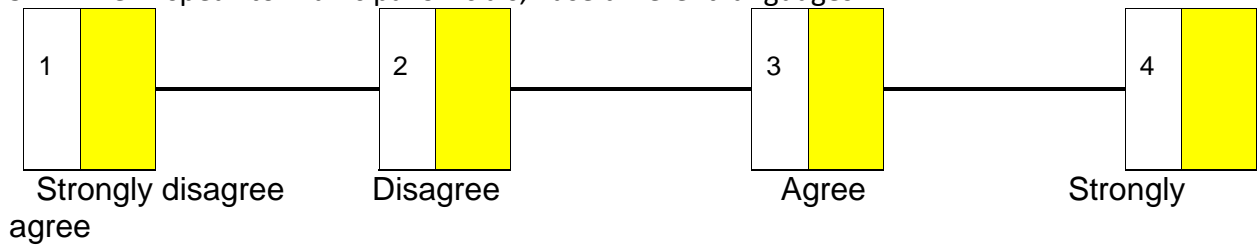




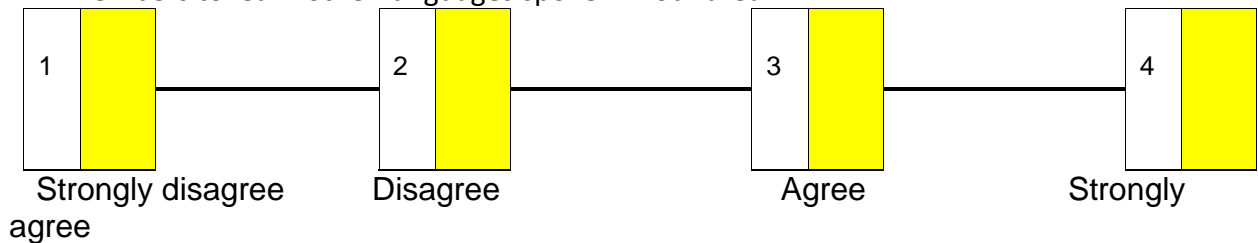
8. I have observed that Emfuleni is using all the languages used by residents of Bophelong Township



9. When I speak to Municipal officials, I use different languages.



10. I always encourage the people I interact with, that is, my colleagues, friends and family members to learn other languages spoken in our area.



PLEASE TURN TO PAGE 6 FOR SECTION C

Section C: Extent of interaction with the Municipality

Questions 1.1-1.10: If you had to visit the Municipal offices, please indicate to what extent you would use the language you are most conversant with by making an X in the appropriate block, for example

Not at all	Very little	Some-what	To a great extent
1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input checked="" type="checkbox"/>	4 <input type="checkbox"/>

1. When I ask for assistance, I would...		Not at all	Very little	Somewhat	To a great extent
1.1	Speak my mother tongue	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
1.2	Use other language e.g. English	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
1.3	Ask for an interpreter	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
1.4	Pick up pamphlets, brochures written in my language	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
1.5	Respond to questions in my mother tongue	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
1.6	Request officials to explain English documents in the language I understand best	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
1.7	Submit my complaints in any other language other than my own mother tongue	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>
1.8	Request to receive correspondence in the language I prefer	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>

1.9	Encourage official to assist residents in the language they understand best	1		2		3		4	
1.10	Other suggestions about Multilingualism: I would... <hr/> <hr/> <hr/>								

THANK YOU FOR YOUR TIME

Additional comments

C- Information to participant

This questionnaire includes questions about your language and how you communicate with your municipality. The researcher is interested in how multilingualism is implemented in the Emfuleni Local Municipality for communication purposes with the residents of the Bophelong Township.

The completion of the questionnaire should take about 30 minutes and your participation is voluntary. Please note that you will be allocated a number for anonymity purposes and your participation is voluntary and you can withdraw from participation when you feel so. The information will be used for research purposes and the data will be reported anonymously in books, academic journals and at academic conferences.

Participants should not experience any discomfort while completing the questionnaire; and apart from contributing information for research purposes, there are no obvious benefits to participants.

This research project received ethics clearance from the NWU (_____). If you need more information, please contact the researcher immediately via email at mafisalebona@gmail.com

When you agree to participate by completing this questionnaire, you give permission to the researcher to:

- (a) Ask other questions related to your language and interaction with the municipality;
- (b) Access relevant documents, e.g. Pamphlets and other official publication intended for public distribution

D-Participant assent form

Participant number: (to be allocated by Researcher)

Residential area: _____

Date: _____

Assent

I, (Please write out your full names and surname)
_____ give permission to the researcher, Mr LC Mafisa and members of his research team at NWU (Vaal Campus) to report the data gathered in this questionnaire in books, academic journals, academic conferences and institutional reports.

I declare that I have read and understood the information letter.

Signature

Date

E-Confirmation of research approval



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Training And Development

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E-mail:

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Web: www.emfuleni.gov.za

Date: 22 May 2017

Ref: J.S. Roets

File: 10/11/1

To whom it may concern

RE: Confirmation of Research Approval viz. Mr. Mafisa Lebona

This serves to confirm that Mr. Mafisa Lebona sought and was granted permission by Emfuleni Local Municipality (ELM) to conduct an academic pilot research titled "Implementation of Multilingualism in the Emfuleni Municipality for communication with the residents/employees."

ELM is granting research access to its premises and relevant Department(s) to Mr. Mafisa Lebona and his associates for that purpose only. This research access will terminate immediately upon the completion of the research period as stipulated.

Mr. Mafisa Lebona will also abide by the rules and regulations that govern all ELM employees whilst on the premises. This includes any confidentiality obligations that may be required to be observed in publication of the mini dissertation.


Breach of any such prescripts will result in immediate termination of the research access and any concomitant mitigating steps may be taken where necessary.

ELM would also welcome a copy of the completed dissertation as a *quid pro quo* if possible.

ELM wishes Mr. Mafisa Lebona well in his research endeavor.

Approved/Not Approved


Acting HR Manager: S Roets


DATE