



Department of Arts and Culture

IMPLEMENTATION PLAN: NATIONAL LANGUAGE POLICY FRAMEWORK

Final Draft

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FOREWORD BY THE DIRECTOR-GENERAL OF ARTS AND CULTURE

It gives me great pleasure to present the Implementation Plan for the National Language Policy that was recently launched by the Minister. The National Language Policy is the result of extensive consultations that began way back in 1995, with the appointment of the Language Task Group (LANGTAG). The Implementation Plan outlines the strategies that will be used in implementing the Language Policy, proposing structures that will be key to implementation, and mechanisms that will be employed to accelerate the development and promotion of our African languages.

The Government is conscious of the challenges involved in the efficient management of linguistic diversity. It is for this reason that the Implementation Plan proposes an approach that is both flexible and progressive. In view of the fact that the promotion and development of our languages is seen as central to the Language Policy provisions, the Implementation Plan calls for the establishment of a language infrastructure and appropriate mechanisms for the full implementation of multilingualism in the Public Service. Therefore, our collaborative partners at national, provincial and local government level will play a critical role in ensuring the successful implementation of the Language Policy.

Taking into account that the challenge for us, as Government, is to ensure the delivery of an efficient service responsive to the needs of our citizens, and that language is the means through which we communicate with them, it is imperative that the Language Policy be implemented with urgency.

I would therefore like to call on all our counterparts, including government structures and departments and the Pan South African Language Board, to ensure that this vital Implementation Plan makes multilingualism a practical reality for all South African citizens.

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PROF I MOSALA

LIST OF ABBREVIATIONS

CBO	Community-Based Organisation
DAC	Department of Arts and Culture
DoE	Department of Education
DoJ	Department of Justice and Constitutional Development
DPSA	Department of Public Service and Administration
NGO	Non-Governmental Organisation
NLB	National Language Body
NLPF	National Language Policy Framework
NLS	National Language Service
NLU	National Lexicography Unit
NQF	National Qualifications Framework
PanSALB	Pan South African Language Board
PLC	Provincial Language Committee
SADC	Southern African Development Community
SAQA	South African Qualifications Authority
TCS	Terminology Coordination Section
TISSA	Telephone Interpreting Service for South Africa

1. INTRODUCTION

This Implementation Plan is part of the National Language Policy Framework (NLPF) that gives effect to the provisions on language as set out in section 6 of the Constitution, 1996 (Act No. 108 of 1996). When complete, the package will consist of the Language Policy Statement, the Implementation Plan, the envisaged SA Languages Act and regulations, and the envisaged South African Language Practitioners' Council Act.

The Implementation Plan is presented as a flexible proposal to which further identified structures and mechanisms for promoting multilingualism may be added.

The Policy Statement of the NLPF was announced by the Minister of Arts, Culture, Science and Technology on 3 December 2002. Cabinet subsequently approved it on 12 February 2003. The Policy is aimed at promoting the equitable use of the 11 official languages with a view to facilitating equitable access to government services, knowledge and information, as well as respect for language rights. These aims are dependent on the successful promotion and development of the previously marginalised official indigenous languages. Since language is a functional communicative tool in the lives of individuals and communities, it is imperative that strategies to redress past language inequalities be put in place.

1.1 Purpose

The Implementation Plan provides details regarding the structures and mechanisms required to operationalise the Language Policy, and its financial/budgetary implications for national and provincial departments.

1.2 Provisions of the Language Policy

The Policy is clear on the scope of implementation. All government structures (national, provincial and local government) are bound by the provisions of the Policy, as are any institutions exercising a public power or performing a public function in terms of legislation. The Language Policy further provides for the use of languages as follows:

1.2.1 Working language(s)

Each Department or Province may choose a working language. Care should however be taken that no person is prevented from using his/her language of choice. Should there be a need, interpreting/translation services should be made available.

1.2.2 National government departments

As regards written communication, a publication programme of functional multilingualism (taking into account the *function*, the *audience* and the *message*) should be followed in those cases that do not require publication in all 11 official languages. However, where the effective and stable operation of government at any level requires comprehensive communication of information, it must be published in all 11 official languages.

In those instances where government documents cannot be made available in all 11 official languages, national government departments will have to publish simultaneously in at least six languages. Selection of languages will be made as follows:

- At least one from the Nguni group (isiNdebele, isiXhosa, isiZulu and siSwati);
- At least one from the Sotho group (Sepedi, Sesotho, Setswana);
- Tshivenda;
- Xitsonga;
- English; and
- Afrikaans.

A principle of rotation will have to be applied when selecting languages in the Nguni and Sotho groups. The minimum requirement for national government departments is therefore to publish official documents in six languages.

1.2.3 Provinces

The principle of rotation does not apply to provinces, as they will have to use their prescribed official languages.

1.2.4 Local governments

Local governments will determine the language use and preferences of their communities within an enabling provincial language policy framework. Upon determination of the language use and preference of communities, local governments must, in broad consultation with their communities, develop, publicise and implement a multilingual policy.

1.2.5 Communication with members of the public

For official correspondence purposes, the language of the citizen's choice must be used. All oral communication must take place in the preferred official language of the target audience. If necessary, every effort must be made to utilise language facilities such as interpreting (consecutive, simultaneous, telephone and whispered interpreting) where practically possible. This applies to both provinces and national government departments.

1.3 Focus areas

The implementation process is guided by the aims and objectives set out in the Policy. The following are key focus areas for implementation:

- (a) The development of the indigenous languages, including the establishment of infrastructures and the development of products such as dictionaries and grammars.
- (b) The reinforcement of government responsibility to ensure that the benefits of service delivery are distributed equally by providing equitable access to services for all citizens irrespective of language in order to enhance their participation and voice in government matters.
- (c) The management of languages to ensure the functional use of all the official languages and to promote the public image of the Government.
- (d) The encouragement of language learning, specifically tailored to the needs of the Public Service, to improve public servants' efficiency and productivity in the workplace and make the benefits of multilingualism visible.

- (e) The encouragement of continuous vibrant discourse on multilingualism with language role players and stakeholders.
- (f) The establishment of collaborative partnerships to ensure the successful implementation of the Policy.

1.4 Fundamentals of implementation

The implementation of the Policy will be characterised by the following key tenets:

- (a) The implementation of the Policy will be phased in progressively over a reasonable period.
- (b) The process of implementation will occur within clearly set and manageable targets.
- (c) Capacity will be built incrementally for meaningful and effective implementation.
- (d) Successful implementation will require a change in the culture of use of official languages in government structures to ensure that the indigenous languages are actively used in a range of contexts.
- (e) Effective management of resources will be necessary with regard to the increased demand for translation and editing, especially in the African languages.
- (f) Priority will be given to further skills training in translation and editing, interpreting, lexicography and terminography.
- (g) The progress of Policy implementation will be evaluated regularly in close collaboration with the Pan South African Language Board (PanSALB). Detailed reports on such reviews will be published.

- (h) Research on language use will be commissioned when necessary to inform Policy and implementation decisions.

1.5 Contextual analysis

South Africa is home to a great variety of different cultures and languages. It is estimated that some 25 languages are spoken in the country, of which 11 have been granted official status in terms of section 6 of the Constitution. These 11 languages are spoken as home languages by about 98% of the population, as can be seen in the following figure, which is based on the Population Census of 1996:

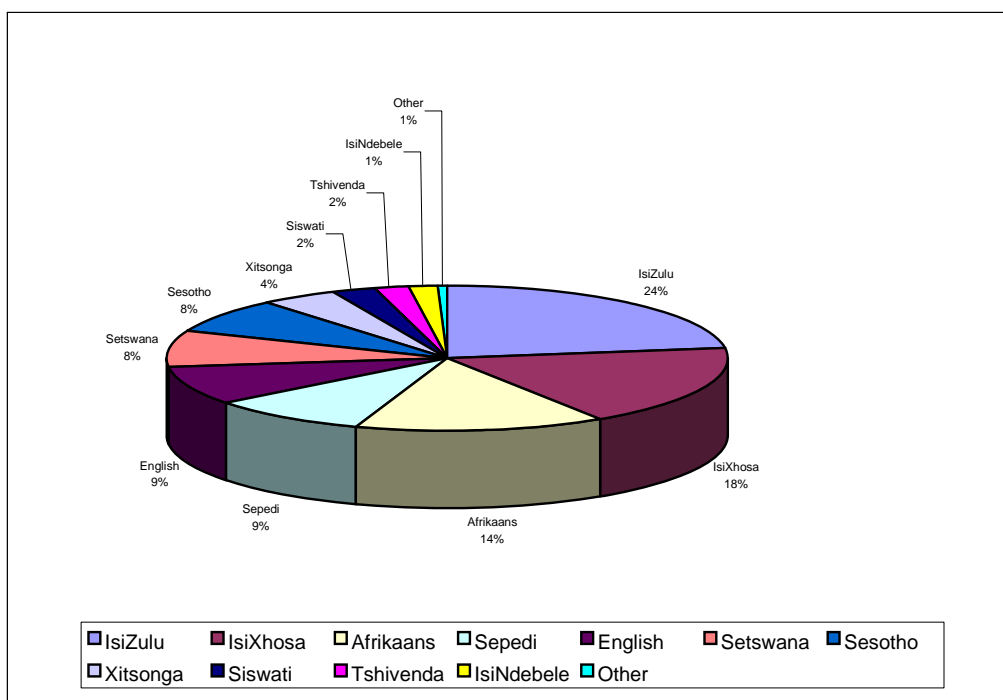


Figure 1: Language distribution in SA according to first home language (Source: Stats in Brief 2002, Statistics South Africa)

One of the characteristic features of the South African language landscape has been the phenomenon of linguistic disempowerment on the one hand, and domination on the other. The previous policy of official bilingualism created an unequal relationship between English and Afrikaans (the only former official languages) and the African languages. The domination of these languages had far-reaching prejudicial effects

on many African language speakers in terms of their communication with the Government, and their access to government services, justice, education and jobs.

The development of African languages is crucial in correcting the imbalance. The legacy of the underdevelopment of the previously marginalised languages in respect of standardisation and orthography, technical terminology and dictionaries is a major challenge for the effective implementation of the Policy. In addition, the LANGTAG Report (1996) points to the fact that the underdevelopment of these languages has contributed to a negative attitude that even the speakers of these languages have towards their languages. The preference for English and/or Afrikaans is persuaded by their status in dealing with technical jargon.

A major challenge to implementation is current language practices, which are closely linked to the multiple functions of English in post-apartheid South Africa. English is widely used in most domains, i.e. in government structures and in the media (both print and electronic), the workplace, as a lingua franca for inter-group communication, and as the language of the Internet and science and technology. Although English provides access to job opportunities and education, it is at the same time an obstacle to people with a lack of proficiency in the language. In as much as English is viewed as the key to socio-economic mobility and prestige it poses a threat to the use and maintenance of the indigenous languages and the implementation of a policy of multilingualism.

However, proficiency in English is less widespread than expected, and the emergence of a language elite is possible. A national sociolinguistic survey commissioned by PanSALB in 2000 shows that more than 40% of the people in South Africa often do not understand what is being communicated in English. It found that most South Africans are dissatisfied with the way their languages are used in the public sector. The survey also found that the general public in fact perceived the Public Service as inaccessible in terms of language.

In addition to the development of African languages, it will therefore be important to ensure the use of all official languages. The Implementation Plan addresses these

issues by proposing the establishment of certain structures and identifying mechanisms to redress the situation.

1.6 Phasing in of the Language Policy

In recognition of the fact that implementing this Policy will be a major shift from current operations, an approach of flexible and incremental phased implementation will be used. In order to safeguard against ineffective implementation, it is proposed that:

- (a) Although 10 key departments may be prioritised for the establishment of the language units, all government departments will be required to set up language units.
- (b) Multilingual publications should be phased in over a period of three years according to departments' publications programmes. For example, in the first year 30%, in the second year 60% and in the third year 100% of their publications should be published.

2. IMPLEMENTATION STRUCTURES

Certain structures and mechanisms as discussed in the section that follows are proposed to enhance effective implementation. Structures will be essential in managing the use of languages, coordinating language development projects, professionalising and advocating the role of language services, and developing human resources. The National Language Service (NLS) of the Department of Arts and Culture (DAC) will facilitate the establishment of the required structures and play a coordinating role with regard to the identified mechanisms. However, successful implementation will depend largely on collaboration with all national and provincial structures, as well as PanSALB.

In addition to the existing PanSALB and Hansard language infrastructure, the structures that must be established to manage the implementation of the Language Policy are Language Units, a National Language Forum and the South African Language Practitioners' Council

2.1 The Pan South African Language Board

PanSALB is a strategic partner of DAC in language matters. It therefore plays a key role in the development and promotion of the official languages of South Africa, as well as the Khoe and San languages and South African Sign Language. The activities relating to the establishment of new structures and mechanisms will have to be undertaken in close collaboration with PanSALB. The following structures, in particular, will be instrumental in the development of the indigenous languages:

- (a) Provincial Language Committees (PLCs)
- (b) National Lexicography Units (NLUs)
- (c) National Language Bodies (NLBs)

2.1.1 The role of Provincial Language Committees

PLCs will have to work closely with provinces on language matters affecting their specific provinces. They will work on, and advise on issues relating to -

- (a) the promotion of multilingualism;

- (b) language policy legislation, including the language policy, practices and legislation of the province and of the local authorities in that province;
- (c) language in education, translation, interpreting, development and promotion of literature and previously marginalised languages, language rights and mediation, lexicography and terminology development;
- (d) research; and
- (e) projects

2.1.2 The role of National Lexicography Units

NLUs will continue to develop dictionaries in all the official languages. They will have to be closely aligned with the Terminology Coordination Section of the NLS. Lines of reporting in terms of their dealing with the NLBs will however have to be clearly defined.

2.1.3 The role of National Language Bodies

NLBs are not only constituted of members who are first language speakers of the language concerned, but the main criterion is that they have specialist knowledge as they are to advise PanSALB on issues relating to Standardisation, Lexicography, Terminology and Literature. They are the authority in terms of approving lexicography and language standards.

2.2 Hansard

In view of the nature of their legislative activities, Provincial Legislatures and Parliament are, as a matter of right, required to provide services in all the 11 official languages. However, regional circumstances will also determine the language(s) to be used. In other words, provinces do not necessarily have to provide for all the 11 official languages. Hansard offices in Parliament and in the various provinces play a crucial role in supporting this mandate. It is thus imperative that these offices work closely with Language Units and the other related structures.

2.3 Language units in government departments and provinces

The implementation of the Language Policy will result in a substantial increase in the demand for language services, especially translation, editing and terminology

development. According to a 2001 DAC survey, about 40% of national government structures and 80% of provinces have units to deal with translation and editing matters, but the units vary in size and function. With the Language Policy coming into effect, the requirement is that all national and provincial government departments must have language units.

2.3.1 Type of structure

Language units devoted to managing the implementation of the Language Policy will be established in all government departments and in each province. Each language unit will consist of staff competent either to translate or to outsource and check the quality of products in –

- the 11 official languages, in national government departments; or
- the chosen official languages of the specific province.

Outsourcing to private translators will be managed by a translation and editing outsourcing policy, which is expected to specify the issuing of a tender for translation and editing services at least every two years.

2.3.2 Rationale

Language units will be central to ensuring the sustained use of the official languages as required by the Language Policy. They will also support efforts to implement multilingualism.

2.3.3 Function

The function of these units will be to manage the implementation of multilingualism in a particular department or province and to liaise with other departments on language matters.

Language units will be responsible, among other things, for the following:

- Entrenching the Language Policy in the department or province.
- Raising awareness of the Language Policy and the Language Code of Conduct within the department or province.

- Managing and facilitating all translation and editing services, whether in-house or outsourced.
- Proofreading and printing documents in the official languages.
- Facilitating the use of interpreting services in the official languages
- Advising the department or province on language use (oral and written).
- Managing and facilitating training programmes for new recruits in translation, editing and terminology development, and language programmes in the official languages for the employees of the department or province.
- Collaborating with DAC and PanSALB bodies (e.g. provincial language committees, national language bodies and national lexicography units) to develop terminology.
- Acting as intermediary between the department or province and DAC and/or PanSALB with regard to developmental support and training provided by DAC and/or PanSALB.
- Encouraging the use of plain language in the Public Service.

All the language units required by the Policy must be established by the end of 2005.

2.4 National Language Forum

2.4.1 Type of structure

A National Language Forum comprising a collaborating network of representatives from government and non-government structures will be established. The Forum will meet quarterly. It will consist of representatives from the provinces and those national governments that will be part of the phasing in process, as well as PanSALB and its structures. In view of the expertise that may be needed, a representative from the Council for Tertiary Institutions will have to be part of the Forum.

2.4.2 Rationale

The aim of the Language Forum is to encourage discourse on language policy and implementation issues between language practitioners and experts under the leadership of the Department of Arts and Culture. A key focus would be the coordination of the various language structures and services in implementing the

NLPF with a view to maximising coordination and efficiency in the utilisation of resources. It will also be a platform to share ideas and experiences with a view to planning projects and other related activities.

2.4.3 Function

The key function of the Forum will be to monitor the implementation process, scrutinize and prioritise projects, and to drive advocacy campaigns. It will also have the function of networking and collaborating on Language Policy implementation issues. As such, its main focus will be terminology development and language projects to prevent any duplication of efforts, and so maximising return on investment.

It is proposed that the establishment of the National Language Forum be formally endorsed.

2.5 SA Language Practitioners' Council

2.5.1 Type of structure

The Council will be appointed by the Minister of Arts, Culture, Science and Technology and will consist of one person nominated by DAC, DoJ, PanSALB, SAQA, and the Council on Higher Education, and six persons nominated by professional and other associations in the field of translation, interpreting, lexicography, terminology, language editing and law. The members of the Council will hold office for a period of five years, but will be eligible for redesignation or reappointment for one more term. The Council will be a statutory body established through an Act of Parliament.

2.5.2 Rationale

The aim of the Language Practitioners' Council of South Africa will be to raise the status of the profession and safeguard the quality of products. It will also protect members of public who make use of language services.

2.5.3. Functions

The Language Practitioners' Council of South Africa will manage the training, accreditation, and registration of language practitioners in an effort to raise the status of the language profession and the quality of language products by setting and maintaining standards. The Council will cooperate with the National Qualifications Framework (NQF) training programmes and South African Qualifications Authority (SAQA).

3. MECHANISMS

The vehicles through which the implementation of the Language Policy will be facilitated are terminology development, translation and editing, language technology, a language code of conduct, a directory of language services, language audits and surveys, language awareness campaigns, the Telephone Interpreting Service for South Africa, an information databank, the development of Sign Languages, language learning and budgeting.

3.1 Terminology development

The implementation of the Language Policy will result in a high demand for translation and editing, and the development of terminology in all fields will therefore be crucial, requiring the collaboration of all stakeholders, language units and language bodies (e.g. PanSALB substructures such as national lexicography units, national language bodies and provincial language committees). The Terminology Coordination Section (TCS) of the NLS will obtain active cooperation through the mediation of the National Language Forum. A computerised National Termbank will be established by DAC to facilitate access to and dissemination of terminology in all the official languages. The Termbank will be accessible via the Internet and will be updated at least once a month.

The National Language Service is currently engaged in a number of projects in order to create a multilingual terminological database encompassing different fields of information, and which holds the possibility that term lists in various language combinations can be produced from it. According to specific user needs or requests such term lists can also provide information such as definitions, example sentences, context, and source publications. In order to achieve this objective some of the following projects are currently in progress:

- (a) Human, Social, Economic and Management Sciences
- (b) Natural Sciences and Technology for Grades 1 – 6
- (c) Mathematics for Grades 1 – 6
- (d) Computer and IT

(e) Community Radio

Multilateral collaboration with Southern African countries in the development of shared cross-border languages will be encouraged.

3.2 Interpreting, translation and editing

Currently, there seems to be inadequate infrastructure for interpreting, translation and editing. While the language units will play a pivotal role in addressing this to some extent, the wide gap between the need and demand for language services and the capacity to provide such services will have to be examined. Matters that will have to be addressed include the following:

- (a) Training courses for translators
- (b) Translation/interpreting resources
- (c) A translation and editing policy

The Translation and Editing Policy Guidelines are aimed at providing guidelines on both the in-house translation, editing and checking of documents and on the outsourcing of documents with a view to improving service delivery and providing high-quality products.

3.3 Training

Capacity building, especially in translation, editing, interpreting, lexicography and terminography, will be required for the successful implementation of the Policy. Training with regard to managing language use will be addressed by training programmes developed by DAC and PanSALB in conjunction with accredited providers.

Block-release programmes will be negotiated with service providers for existing language practitioners, and scholarships will be offered to new recruits and existing language practitioners. Training programmes will also include short courses, in-service training and full-time training programmes.

Collaboration with SAQA, DoE and educational institutions, among others, is crucial for remedying the shortage of professional language workers. The requirements of the National Qualifications Framework (NQF) will be adhered to in designing and delivering training programmes.

The acquisition and development of proficiency by all public servants in languages other than their mother tongue/first language is considered a crucial efficiency factor in Public Service delivery. Incentives will be developed by DAC, in close cooperation with PanSALB, DoE and DPSA, to encourage public servants to become multilingual by learning and maintaining additional languages.

3.4 Language technology

Technology should be used to facilitate collaboration between language stakeholders as well as to develop the indigenous languages. Computer software such as word processing programmes, terminology management systems and translation software should be compatible to encourage the exchange of terminology and other information between all language units and collaborators such as Hansard and the national lexicography units (NLUs).

In response to the need to fast track the development of the indigenous languages and acquire and manage reusable digital text and speech data, DAC is committed to building capacity and providing information technology infrastructure. The indigenous languages will be supported by new development strategies utilising new technologies, interfaces and applications.

3.5 Language Code of Conduct for Public Servants

A language code of conduct for all public servants will stipulate how public servants have to communicate and interact with the public in order to render effective service. The code of conduct will embrace the Batho Pele principles in as far as the Public Service has an obligation to provide complete, accurate information to customers in the language they understand best. The code will emphasise the fact that no customer or public servant may be marginalised or disadvantaged through the use of languages.

DAC, together with DPSA and in consultation with other government departments, will develop and distribute the code as provided for by the envisaged South African Languages Act. The Minister will publish regulations regarding the code in the *Gazette* by the end of 2005.

In addition to the publication in the *Gazette*, a plain language version will be distributed to ensure that public servants are aware of the code.

3.6 Directory of services and information databank

A directory of language services (e.g. database with names of the relevant agencies/companies/language units, translation, editing, and terminology services, language planning) will be developed. Copies of this directory will be distributed to national and provincial government structures, and to language associations and universities. It will also be available on the DAC website and will be updated on a continuous basis. Efficient management of policy implementation will be enhanced by the provision of information on available resources and language structures.

There is also a need for a common platform/vehicle dedicated to the task of collecting and disseminating information on language policy and implementation matters, initiatives and trends (primarily at national level, but also at regional (Southern Africa) and international level).

The objectives are to promote the exchange of information, and research and cooperation between language management agencies and interested parties. In addition to a quarterly newsletter, a website will be launched and maintained.

Relevant information and contributions from stakeholders will be actively sought by the NLS.

3.7 Monitoring and evaluation

Ongoing and effective policy implementation and review will require accurate data on patterns of language use and current practices in order to identify the strengths and weaknesses of the Policy and to monitor its progress. Language surveys and audits will be conducted in close collaboration with relevant language bodies such as PanSALB and research and development institutions. The results obtained from these surveys and audits will assist government to make informed decisions on Language Policy implementation.

Language units will be required to audit the available language skills and capacity in their department or province. This information will be valuable with regard to recruiting, implementing the Language Code of Conduct and determining the needs and requirements of the specific department or province.

3.8 Language awareness campaigns

Language awareness campaigns are necessary in order to arouse public interest in language matters. DAC, in collaboration with PanSALB, will run ongoing language awareness campaigns to -

- (a) align language policies and practices in the various spheres of government;
- (b) popularise the NLPF and make people aware of the constitutional provisions on multilingualism;
- (c) encourage public servants to provide a service to clients in their own language;
- (d) encourage people to use their own languages and learn other languages;
- (e) inform business and the private sector of the bottom-line benefits that can be derived from implementing multilingual policies;
- (f) create an awareness of the value of South Africa's linguistic diversity as part of our heritage;
- (g) promote greater language tolerance in South Africa;

- (h) create an awareness of the benefits of living in a multilingual society;
and
- (i) ensure correct understanding and interpretation of policy at all levels.

Specific language awareness campaigns will be executed by language units (national and provincial), DAC and PanSALB. In view of their critical role in language policy implementation, government departments/public servants will be the main target audience for the first two years. Campaigns aimed at the general public will be engaged simultaneously. Different promotional material (e.g. advertisements to be placed on newspapers and newsletters to be distributed) and media of communication will be developed for each specific campaign.

3.9 Telephone interpreting

In a multilingual environment, telephone interpreting offers the Government a cost-effective mechanism to bridge language barriers and provide equitable access to the services it offers. This mode of interpreting is a relatively simple and cost-effective way of eliminating geographical distance by accessing an interpreter over the telephone. Telephone interpreting is therefore particularly suited to the complex multilingual South African environment, where language facilitation services may be required at short notice in emergency situations and at customer service points such as clinics and police stations, where the languages that will be required and the duration of consultations are relatively unpredictable.

DAC is currently running a pilot Telephone Interpreting Service for South Africa (TISSA) with a view to investigating the feasibility of telephone interpreting in South Africa. The service being tested at 70 South African Police Service police stations and at local government level in some 11 clinics and eight customer service counters belonging to the Tshwane Metropolitan Council.

3.10 Promotion of Khoe & San and SA Sign Languages

PanSALB has already set up NLBs to develop, promote and identify priority areas for the development of Khoe, San and SA Sign Languages in order to raise their status. Other existing structures that promote the development of SA Sign Languages and

cross-border projects will also be supported. The collaboration of stakeholders is crucial in this regard.

3.11 Media

The media will play a central role in creating awareness on the Language Policy Framework. The aim of using the media will be to target the public with a view to educate them about the contents of the Policy so that they properly understand their rights and responsibilities. Media coverage around Language Policy issues will therefore be strengthened. In addition to the print and electronic media, the DAC website will be used to market multilingualism. Other government departments will also be encouraged to promote multilingualism in their websites and external publications.

DAC will also engage with the SABC and other communication media such as private radio stations in promoting multilingualism. For instance, the NLS is currently running a project with a community radio station in developing terminology.

4. FINANCIAL IMPLICATIONS AND STAFF ESTABLISHMENT

The costing exercise conducted by the National Treasury and DAC in 2001 demonstrated that the estimated costs of implementing functional multilingualism are sustainable and can be accommodated with minor adjustments to planned budgets. The cost exercise was done in terms of the rotation of four language categories and the findings indicated that this would require a budget increase of less than 1%. The use of six languages, in accordance with the NLPF, will result in slightly higher costs but will not exceed 2%.

Whereas provinces and local governments will be led by their unique linguistic demographics, national government departments will have to make official documents available in -

- (a) Afrikaans;
- (b) English;
- (c) Xitsonga;
- (d) Tshivenda; and

at least one of the following:

- (e) isiZulu, isiXhosa, isiNdebele, siSwati (Nguni group);
- (f) Sesotho, Setswana, Sepedi (Sotho group).

All government structures will have to provide adequate financial support for the implementation of the Language Policy in line with the Medium-Term Expenditure Framework cycles (MTEF), with phasing starting at the beginning of the 2003/4 financial year.

4.1 Estimated costs

Costing for the implementation of the Policy will take the following into account:

- (a) Setting up the infrastructure for a Language Unit in each department/province
- (b) Recruitment and training

- (c) Salaries and benefits of Unit staff
- (d) Work programme of the Unit to drive implementation
- (e) Outsourcing translation services
- (f) The number of publications for each department
- (g) Ongoing training of Unit staff

The normal standard items such as Administration (e.g. relocation, travelling, accommodation, office, and telephone costs), and stores/inventory (publications, printing, documentation, stationery, office materials) and equipment (computers, audio equipment, telephone equipment) will also impact on the costs.

The table below present and compare the estimated costs for a language unit phased over the MTEF period.

- **Costs for a language unit**

(Analysis per standard item per MTEF period)

	2002/03	2003/04	2004/05	Total
	30%	60%	100%	
Personnel	760 675	797 948	833 055	2 391 678
Admin	1 180 874	575 477	883 798	2 640 149
Stores	1 011 839	2 067 965	3 574 768	6 654 572
Equipment	130 222	51 004	53 198	234 425
Land	-	-	-	-
Prof. & Spec.	1 017 640	1 957 452	3 347 595	6 322 686
Transfer	-	-	-	-
Miscellaneous	-	-	-	-
Total	4 101 250	5 449 847	8 692 413	18 243 510

4.2 MTEF budget process

Taking into account that Departments will have to implement the NLPF according to the METF, it would perhaps be useful to explicate what this process entails. The MTEF budget process starts with prioritisation and preparation of budget submissions during April. Alignment with the macroeconomic framework, fiscal policy and DoR is done from July when the Medium Term Expenditure Committee (MTEC) will also make its recommendations. Preparation of detailed budgets and

documentation takes place after the Medium Term Expenditure Framework (MTEF) has been approved around October 2003.

The following are steps to be taken before the implementation of budgets:

- Register policy in national and provincial prioritisation process.
- Departmental consideration of policy and broad implementation plan.
- Departmental tailoring of implementation plan and costing.
- Development of departmental costing and budgets.
- Find sources for funding.

Departments and provinces will be responsible to budget for the implementation of the NLPF in their spheres of governance.

4.3 Personnel establishment

Staff for the Language Units will be recruited by line departments and given in-service training in their responsibilities by DAC, in collaboration with PanSALB officials. Formal training programmes will be developed (see 2.2.2).

There will be variations in the size of units belonging to different departments and provinces. The number of language practitioners required in a language unit will have to be managed in congruence with departmental and provincial publications programmes and budgets.

The size of the language units will be determined by the work programme as well as competencies needed to drive and implement the Policy. For instance, the staff component would have to include translators, editors, language planners, terminologists, lexicographers, etc.

5. CONCLUDING REMARKS

DAC realises that the implementation of the Policy will present major challenges. It will, however, rely heavily on the cooperation of all the parties involved to translate all of the stated objectives into action.

6. SUMMARY: OVERALL IMPLEMENTATION PLAN FOR NLPF

OBJECTIVE	ACTIVITY	PERFORMANCE INDICATORS	RESPONSIBILITY	TIME FRAME
To pass SA Languages Act in Parliament	<ol style="list-style-type: none"> 1. Submit draft NLPF to Cabinet 2. Submit Implementation Plan to Cabinet 3. Submit SA Languages Bill to Cabinet 4. Consultation with Portfolio Committee 5. Bill tabled in Parliament 	<ol style="list-style-type: none"> 1. Policy approved by Cabinet 2. Implementation Plan approved by Cabinet 3. SA Languages Bill approved by Cabinet 4. Approval by Portfolio Committee 5. Bill passed and adopted 	DAC	<ol style="list-style-type: none"> 1. 5 February 2003 2. March 2003 3. June 2003 4. July 2003 5. August 2003
To establish National Language Forum	Arrange workshop to discuss implementation	Representation from all departments/ provinces	DAC	February 2003
To publish regulations under the SA Languages Act	<ol style="list-style-type: none"> 1. Language units 2. Language Code of Conduct for Public Service 	<ol style="list-style-type: none"> 1. Functional language units 2. Code in accordance with Policy requirements 	DAC and DPSA	<ol style="list-style-type: none"> 1. October 2003 2. July 2004
To establish language units	<ol style="list-style-type: none"> 1. Audit of language skills and capacity to facilitate possible recruitment from existing staff 2. Staff recruited and appointed 	<ol style="list-style-type: none"> 1. Accurate data reflecting language profile of government structures 1. In line with Policy requirements and needs of departments 	Line departments and DAC	<ol style="list-style-type: none"> 1. April 2004 2. June 2004
To establish a South African Language Practitioners' Council	Set up a body in order to accredit translators, interpreters,	<ol style="list-style-type: none"> 1. A register of language professionals in SA 2. Accredited language 	DAC in collaboration with PanSALB, DoJ and SAQA	February 2004

	terminologists and lexicographers, and to regulate the profession	3. Standards for testing and qualifications for the respective language professions		
Investigate, adapt and develop appropriate technology	Obtain partnerships with technology developers	Technologically developed African languages	DAC in collaboration with PanSALB, Dept of Communications, NLUs, language practitioners, institutions of learning, IT agencies and private sector	2003 and ongoing
To provide informed language advice	Conduct language surveys/audits	Decisions based on sound advice	Government structures, DAC, PanSALB, Stats SA	Ongoing, at least once a year
To raise the status of African languages including Khoe and San Languages and Sign Language	<ol style="list-style-type: none"> 1. Conduct language awareness campaigns 2. Identify other language issues of national concern 3. Raise awareness of the role of language in society 	<ol style="list-style-type: none"> 1. Buy-in from government structures in terms of implementing the Policy 2. Buy-in from the public in terms of 'demanding' their languages 	DAC, PanSALB and government departments	Ongoing
To develop African languages and Sign Languages	<ol style="list-style-type: none"> 1. Identify priority areas 2. Support existing structures promoting the development 3. Establish and assist in establishing structures/ programmes involved in development 4. Support projects on shared cross-border languages 	<ol style="list-style-type: none"> 1. Technical dictionaries 2. Orthographies 3. Spelling rules & grammars 	<ol style="list-style-type: none"> 1. PanSALB, DAC and organs of civil society 2. PanSALB, PLCs, NLBs, NLUs, DAC, institutions of learning, research institutions, private sector, individuals, professional bodies, NGOs, CBOs, and government departments 	Ongoing

			<p>3. PanSALB, PLCs, NLBs, DAC, institutions of learning, research institutions, professional bodies, NGOs, CBOs, and government departments</p> <p>4. SADC, DAC, PanSALB, Office of the Presidency, Departments of Foreign Affairs, Finance, Trade and Industry, UNESCO, AU</p>	
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6.1. IMPLEMENTATION PLAN FOR A NATIONAL DEPARTMENT (E.G. DEPT OF EDUCATION)

The implementation plan is based on the assumption that the SA Languages Act will come into effect by September 2003.

OBJECTIVES	ACTIVITIES	PERFORMANCE INDICATORS	RESPONSIBILITY	TIME FRAME
1. To adopt a language Policy	<ol style="list-style-type: none"> 1. Appoint a Language Policy Committee 2. Conduct a consultative workshop with staff 3. Draft Language Policy 4. Budget for incremental implementation of Policy (1st year 30%; 2nd year 60%; 3rd year 100%) 	<ol style="list-style-type: none"> 1. Policy meets requirements of NLPF 2. Staff buy in 3. Coherent Language Policy 4. Adequate financial support for Policy implementation 	<ol style="list-style-type: none"> 1. Top Management 2. Top Management 3. Top Management 4. DG 	<ol style="list-style-type: none"> 1. October 2003 2. January 2004 3. March 2004
2. To establish a language unit	<ol style="list-style-type: none"> 1. Decide on size of Language Unit 2. Audit of language skills and capacity of staff 3. Recruitment of staff of 6 translators & 2 clerks: <ul style="list-style-type: none"> ▪ Advertisements ▪ Interviews and appointment 4. Training of Language Unit staff in Language Policy implementation 	<ol style="list-style-type: none"> 1. Proportionate to requirements of publications programme 2. Accurate data reflecting language skills, qualifications and proficiency levels of staff 3. Six professional translators for the six categories of languages (Nguni, Sotho, Tshivenda, Xitsonga, Afrikaans, English) 4. Skilled staff 	<ol style="list-style-type: none"> 1. Top Management 2. Communications 3. HR in collaboration with NLS 4. NLS 	<ol style="list-style-type: none"> 1. November 2003 2. Nov – Dec 2003 3. Jan –April 2004 4. May 2004

3. To enhance understanding of Language Policy	1. Workshops for DoE staff on the Language Policy and their responsibilities and rights under the Languages Act	1. Correct application of Language Policy 2. Sound understanding of rights and responsibilities of staff and rights of clients	Language Unit	June – July 2004
4. To translate and edit documents under the Policy	1. Translation and editing of documents phased in (1 st year 30%; 2 nd year 60%; 3 rd year 100%) 2. Management of the outsourcing of translation to freelance translators: <ul style="list-style-type: none"> ▪ Quality control ▪ Contracting of freelance translators 	Quality translations	Language Unit	June 2004 onwards
5. To print documents under the Policy	1. Contracting printers to print documents according to phasing in options (1 st year 30%; 2 nd year 60%; 3 rd year 100%) 2. Proof-reading & editing of layout	Publications that meet requirements of the Language Policy	Language Unit, Communications	June 2004 onwards
6. To provide interpreting services under the Policy	Contracting interpreters for ad hoc interpreting	Accurate interpreting in languages required	Language Unit	June 2004 onwards
7. To provide language advice	Ongoing advice to managers and staff regarding language use, application of the Language Code of Conduct, translation and interpreting, promotion of multilingualism	Advice in accordance with Language Policy requirements and staff's needs	Language unit	June 2004 onwards
8. To provide language training courses	Contracting suitable trainers to offer language learning courses	Structured course in each of the 11 official language categories on rotation	Language Unit	June 2004 onwards

9. To collaborate with NLS	1. Participate in language seminars on Policy implementation, translation and editing matters 2. Provide terminology to NLS in support of language development and terminology coordination	1. Regularly attend seminars 2. Terminology lists in relevant languages on a regular basis	Language Unit	June 2004 onwards
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