

**AN EXPLORATION OF STUDENTS' PERCEPTION OF THE IMPLEMENTATION OF
LANGUAGE POLICY: A CASE STUDY OF THE CULTURAL AND HERITAGE TOURISM
PROGRAMME AT THE UNIVERSITY OF KWAZULU NATAL, HOWARD COLLEGE
CAMPUS**

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Submitted in partial fulfilment of the academic requirements for the degree of Master of Social Science (Public Policy) in the School of Social Sciences, College of Humanities, University of KwaZulu-Natal, Durban.

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2015

ACKNOWLEDGEMENTS

I would like to acknowledge my Supervisor, Dr Sagie Narsiah whose professional guidance helped and encouraged me to carry out this research to completion.

I would also like to thank GOD, my family and friends. Thank you to Nomvelo, my dear sister for all your support. Lastly, I would like to thank my dearest mother for her encouragement and financial assistance.

Dedication:

To my late grandmother, MaBiyela Mdumazi Khali

Declaration

I, Sphelele Khali, declare that this dissertation is my own work. All ideas borrowed from other sources have been acknowledged and referenced accordingly.

Sphelele Khali (209532176)

Date

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ACRONYMS AND ABBREVIATIONS

CASAS- Centre for Advanced Study of African Societies

CTHM- Cultural and Heritage Tourism

CHE- Council for Higher Education

DBE- Department of Basic Education

DHET- Department of Higher Education and Training

KZN- KwaZulu Natal

LP- Language Policy

PANSLAB- Pan South African Language Board

UKZN- University of KwaZulu Natal

UNESCO- United Nations Educational, Scientific and Cultural Organization

Abstract

People communicate ideas and information through language. Communication is very important for people to understand each other, and language plays an important role in disseminating information and cooperation between individuals. This study explored the perceptions of the first year students at the University of Kwa-Zulu Natal, Howard College Campus regarding the implementation of Language Policy in the Cultural and Heritage Tourism (CHTM) program. This study employs Policy Implementation Theory. Both qualitative and quantitative research methodologies were applied to explore the perceptions of students. It provides a descriptive analysis of the students' perceptions of the implementation process used by the university. The findings revealed that the majority of students are dissatisfied with the language policy that is in place. Drawing from the findings, the inclusion of students and dissemination of information to students is recommended.

CHAPTER ONE

INTRODUCTION

1.0. Introduction

South Africa is a multilingual country with eleven official languages, namely Afrikaans, English, isiNdebele, isiSepedi, Sesotho, siSwati, XiTsonga, Setswana, Tshivenda, isiXhosa and isiZulu. English language is widely used as the main language of learning and instruction. On the other hand, the total number of indigenous language speakers is said to constitute more than half of the South African population (Alexandra, 2000). Ironically, these languages were neglected and had no prestigious status in the country during the apartheid era (Alexandra, 2000). It is against this background that the post-1994 South African governments have made significant advances in as far as restructuring education and promoting indigenous languages is concerned.

The South African Education System is represented by two main departments namely, the Department of Higher Education and Training (DHET) as well as the Department of Basic Education (DBE). The DBE focuses on lower and secondary education whereas the DHET oversees higher education and training. In 2001, the Council for Higher Education (CHE) under the oversight of the DHET approved a Language Policy Framework for South African Higher Education. In terms of that policy framework, all South African higher education institutions are required to play a significant role in promoting multilingualism. The aim of the policy framework is to ensure that South African citizens have the freedom to exercise their language rights by using official languages of their choice. In that respect, they are required to facilitate individual empowerment and national development by promoting equal use of the official languages. It is their responsibility to ensure that all citizens' right to exercise their languages is guaranteed, promoted and protected

According to Moodley (2010), the notion of multilingualism can only be achieved when the policy is accompanied by the positive attitude and full participation of South Africa's constituents. The University of KwaZulu-Natal, as one of the South African recognized 23 public higher education institutions, is required to comply with the South African Constitution; the Higher Education Act

of 1997; and other such legislation that inform language policy in general and within higher education in particular. This study therefore examines the UKZN language policy whose main function is based on the use and development of indigenous languages to become an official part of the South African higher education system.

Every student, in accordance with the South African Language Policy in education, has a right to be taught in his/her mother-tongue or language of their choice. This call was heeded by the University of KwaZulu-Natal in 2006 through the adoption of a language policy aligned with policy framework determined and administered by the Department of National Education. With respect to identifying with the goals of South Africa's multilingual policy, the UKZN policy similarly aims at developing and promoting proficiency in isiZulu and English as official university languages (UKZN, 2006). The Language Policy of UKZN is divided into two implementation phases and sets out the details of the practical implementation process of the policy. Phase 1 of the implementation process starts from 2008 to 2018 and aims at establishing the basis for and necessary conditions to promote and sustain multilingualism. The Second Phase intends to run from 2019 to 2029, during this phase the university "will encourage and facilitate all academic disciplines to assist students and staff to develop appropriate writing skills in English and isiZulu in their discipline" (Vithal, 2013 :01).

This study explores perceptions of students around the implementation of Language Policy at the University of KwaZulu-Natal, Durban, South Africa. This chapter presents a background to the study. Here, the main aim of the study will be presented and the research problem will be explained. It also outlines the structure of the dissertation and the significance of undertaking this particular study.

This study adopted explanatory and exploratory approaches as it sought to discover the role and the perceptions of first year students regarding the implementation of the language policy in the CHTM programme at the University of KwaZulu Natal. The conception of multilingualism has been offered since 2006 (UKZN, 2010). According to the university records, close to 50% of new entrants each and every year indicate that isiZulu is their home language, (Moodley, 2010).

1.1. UKZN Language Policy

The main aim of the Language Policy is to preserve and promote isiZulu as an indigenous language in order to facilitate cultural and economic relations. The University of KwaZulu Natal introduced this policy in 2006 although the process progressed slowly. The renewal of the Language Policy was stimulated by the call made by the Minister of Higher Education and Training, Mr. Blade Nzimande, who called for steps to be taken in teaching indigenous languages for non-African language speaking students. He similarly called for this practice to be made compulsory at tertiary level. The Minister of Higher Education, Blade Nzimande, forecasted the news to contribute to the establishment and preservation of cultural unity, boost the country's heritage, and contribute to peace in a diversity of African people (Turner, 2012). This was a wakeup call to South African higher institutions to play their role.

In the study by Turner (2012), it was shown how a high number of failing students resorted to taking African languages at the Universities in South Africa. In response to the aforementioned call, the University of KwaZulu Natal took a decision to make it compulsory for all first year students to register for the isiZulu course. It was envisaged that the move would promote effective learning solutions for students. The policy outlines that from the year 2014 to 2018 all students and staff should learn sufficient isiZulu for verbal communication and writing examinations, while from 2019 to 2029 the university will be working towards developing writing skills in keeping with the university's transformation Charter.

In trying to overcome the language barriers faced by non-English speaking students, the policy is pioneering the introduction of isiZulu proficiency as a module in all undergraduate degree programmes. This policy intends to promote and facilitate the use of isiZulu as a language of learning and communication so as to help prepare students to face a South African multilingual society. The university is also committed to the development of isiZulu as an academic language alongside English which at this stage remains the main language of learning and instruction.

According to Moodley (2013), the University of KwaZulu Natal is proud to be the first South African institution of higher learning and training to making bilingualism of indigenous language as a compulsory requirement before students graduate in all degrees and also contributing to

provide bilingualism to students' communication skills. The university is at the first phase of implementation which will run up until 2018. Currently, all first year University students are required to undertake an isiZulu module. The implementation of this module has been well received by students (Moodley, 2013). The researcher investigated the perceptions and views of students pertaining to the first implementation phase. It focused on first year students in the Cultural and Heritage Tourism programme as one of the university's prominent degree programs.

The main goals of the UKZN Language Policy are:

1. All registered first year students for undergraduate degree are required to obtain a prescribed isiZulu Module.
2. Students will develop communicative competence in isiZulu and English sufficient for academic interaction.

1.2. Outline of the research problem

Many studies had outlined the impacts of language barriers faced by students at the tertiary level. In the study conducted by Engelbrecht & Wildsmith (2010), students who were doing the Nursing degree in 2009 at the University of Kwa-Zulu Natal faced communication challenges when they were working in multilingual communities during their practical sessions. Students stressed that, they faced challenges when communicating with patients who were not familiar with their language (English) and as a result it impacted negatively on their practical duties. In addition, it was said that students whose first language was isiZulu were hindered in their understanding of lectures (UKZN, 2010). According to Wildsmith (2010) study of the language barriers faced by students at the University of Kwa-Zulu Natal, in South Africa, it has been long noted that English speaking students tend to take lead in discussions and do not allow non-English speaking students to take part. As a result, non-English speaking students may feel limited and deprived. In this case, it can be said that language is a broad topic which impacts differently on various people. For instance, the English speakers may lead in class but when they go outside they may face language problems. This study seeks to explore the opinions of first year students in the Cultural and Heritage programme on the Language Policy.

1.3. Research Objectives

1. To explore students' perceptions and their role as potential implementers of the policy.
2. To assess the nature and forms of students' participation used by the university in the implementation process of the Language Policy.
3. To discover the level of information students have regarding the Language Policy.
4. To assess the practicality of the Language Policy in the context of the University of KwaZulu Natal.
5. To explore students' experiences in teaching and learning regarding the language policy and the role they played in the implementation process of the Language Policy.

1.4. Key Questions:

The key questions which this study sought to address are the following:

1. What are student's perceptions regarding the implementation of the Language Policy?
2. What are the measures put in place to ensure students' participation in the process of implementation of the policy?
3. What is the level of information students have regarding the Language Policy?
4. To what extent do students' perception influence/d and the role they play in the implementation process of the Language Policy?
5. What are the experiences students encounter in teaching and learning regarding the Language Policy?

1.5. Significance of the study

As stipulated in the UKZN language policy (2008:3) "the successful implementation of the language policy will depend on the injection, over a period of time, of substantial resources from the state, as undertaken in the Language Policy for Higher Education". According to Crosby

(1996), the roots of policy implementation cuts across several sectors and interests and it usually occurs in a widely open system where consequence are widely seen. The author further states that results of policy implementation are not controlled directly by the decision makers and stakeholders but by the implementers. In implementing the UKZN Language Policy, the University intended to liaise with the students and ensure that they participate through-out the policy implementation process. The reality is that students are the key players in the implementation process as they are most affected by the policy. It would then be critical for the UKZN Language Policy implementation process to incorporate students' perceptions given their status as key actors as stipulated by the policy. It is this prevailing discourse that the researcher is concerned about.

The curiosity of doing this kind of research is evoked by the realization that most of the literature on the subject has tended to focus on either examining the pace at which tertiary institutions in South Africa have altered the environment to overcome the challenges of implementing bilingualism, or the transformation and use of African indigenous languages in tertiary institutions. There has been a limited literature focusing mainly on the perceptions of students regarding language policy in the higher institutions. This work, therefore, does not intend to dispute the existence of impairments that can, for instance, render a process of learning and general participation of those involved, but it merely seeks to look at the nature of the perceptions of the students regarding the Language Policy. This study will promote a more open-minded approach for researchers who will be interested in this research area.

1.6. Dissertation Structure

Chapter 1: Introduction

This chapter consists of the background and outline of the study. The aims and objectives of the study are clearly presented. It highlights the significance of the study and the reason behind the researcher to undertake this study. It also states the contribution this study make to the existing literature.

Chapter 2: Literature Review and Theoretical Framework

In this chapter, Language Policy is defined with its related concepts. The definitions are provided to make it easier for the readers to have a clear understanding in the context of this study. The chapter will further review the existing relevant literature from international and local perspectives.

This chapter is will also focus on the theoretical framework. Theoretical framework is the guide to writing the entire research. Moreover it will therefore present and explain the theoretical framework employed for the study. Policy Implementation Theory and related theoretical concepts will be explained as part of the theoretical framework.

Chapter 3: Research Methodology

The research methods used to collect data for the study will be discussed in this chapter. This will include research design and data collection methods used by the researcher to get vital information for this study. It also comprises the techniques and methods used for data analysis, together with the sampling methods used to select the population studied and sample size for the study.

Chapter 4: Presentation and Discussion of the Results

This chapter will present and discuss the outcomes of this study. It solely explains the results of this study undertaken to explore the perceptions of students regarding the implementation of the language policy in Cultural and Heritage Tourism at the University of KwaZulu Natal, Howard College. It presents the findings of the study from the targeted participants. This chapter is one of the key chapters in this research study because the findings presented can provide a close conclusion related to the main aims, objectives and questions of this research study.

Chapter 5: Conclusions and Recommendations

This chapter will highlight the main findings based on the results presented on the previous chapter and the contribution that this study will make to the existing literature. It will also present recommendations of the study.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.0. Introduction

Literature review is defined as a body text that determines the aims to review the critical points of current knowledge including substantive findings as well as theoretical and methodological contributions to a certain study (Dellinger, 2005). De Villiers, (2001:03) defines literature review as a brief and in depth analysis and evaluation of the research that was done previously. It is a critical summary and abstract of a particular area of research (de Villiers, 2001: 03). This enables anybody who is reading the paper to understand reasons for the pursuit of this particular research study as it demonstrates how research aims contribute to the existing body of knowledge.

This chapter presents a review of the pertinent literature and theoretical framework regarding the implementation of language policies. It begins with exploring the existing literature from international to local context on policy frameworks and then demonstrates how this research contributes to the existing body knowledge. It drew from primary and secondary sources from a number of publications. This study also adopted the Policy Implementation theoretical framework to determine the perceptions of the students on the Language Policy at the University of KwaZulu Natal.

2.1. Conceptualizing Language Policy and related key concepts

The proposed study is about students' perceptions of the implementation of the Language Policy at the UKZN in the Cultural and Heritage Tourism programme. In exploring the concept of language policy it is imperative that it is done on the basis of the forms of language policy and related concepts in order to fully understand the policy. This literature review is presented for the purposes of not only avoiding repetition of what had been researched before but also contributing new knowledge around language policy.

2.1.1. Language policy

Knutson (1996) conducted a study which sought to understand the strategic role of language policies in the United States of America. He contemplates arguments, organizations, theories, legislatures and practices that are concentrating on language policies in different countries. As the part of his main findings, it was discovered that the making of language policies, in fact, is only the surface manifestation of a variety of political, managerial, economic and other social activities (Knutson, 1996). He further argues that language policy should be understood as a transmitter of cultural values and helps people to enjoy their full benefit of nationality as well as understand and interact on sameness in a particular country. Pennycook (2001:215), on the other hand, states that “when we allow or disallow the use of one language or another in our classroom . . . we are making language policy”. In other words Language Policy is when policy makers determine how language should be used.

2.1.2. Multilingualism and Bilingualism

Multilingualism, according to Carson (2003:267), is a term that researchers tend to use to cover a wide range of language varieties and linguistics habits, talents and measures ‘from individual bilingualism to official language policies’. He further states that multilingualism results from centuries of eager language policies that tried to eliminate indigenous languages. Most multilingual nations are those who were previously colonised by other countries. South Africa has a colonial history as it was colonised by the Europeans from early 1900’s until 1994.

According to Cummins (1969:01) bilingualism refers to the ability to speak more than one language fluently in all settings. He perceives bilinguals as people who have the ability to possess at least one of the language skills through listening, speaking, reading and writing ‘even to a minimal degree in their second language’. This is common in South Africa where people speak more than one language because of the country’s diverse indigenous languages. This is also common at the University of KwaZulu-Natal as it admits students from diverse groups locally and internationally. Cummins (1969) states that some authors have considered bilingualism as the level at which the additional language is learned in coordination with a first language. Chin and Wigglesworth (2011) argue that there is no clear definition of bilingualism. It can mean different

things to different people and at least it can be closely defined as well-developed and equally efficient use of two different languages. Hence, this is to show that bilingualism is part of language policy that is usually taken into account in formulation of language policies.

Bilingual and official language cannot be separated (Knutson, 1996). In the USA national language policy is considered in the context of people from different cultures who share and enjoy same values and pride of their society (Knutson, 1996). Although, he noted that in many cases, an implementation of any language policy is likely to have social, political and economic implications, still it is considered as an essential tool in building unity and sense of identity among the society.

2.1.3. Language Policy in global context

There is a growing apprehension over the language policies in higher education systems especially in the countries that were once colonised. This radical formulation of language policies which promotes and develops historically neglected indigenous languages has caused solemn debates over the past decades. According to Zamyatin (2012) in many countries education language policies are formulated in settings of linguistic and cultural diversity. Evans (2000) says that most countries realise the importance of their native language/s post-colonial government rule and they change their post-government language as soon as they gain liberation. For instance, In the case of China, when Hong Kong converted from British rule to Chinese rule, the Department of Education issued a language policy document which aimed at highlighting the role and impact of the English in Chinese educational system, while at the same time presenting a need for fundamental change in the nature of language in the education system since colonial rule (Shao, 2010).

A study in Ghana revealed that in order to ensure human dignity and freedom of all citizens in a multilingual country, the government must make the language policies that will treat all indigenous languages with equality (Owu-ewie, 2006). It is imperative for language policies to be included in the education systems to enhance academic performance of learners and to reinforce indigenous languages (Owu-Ewie, 2006). According to Wright (2005) bilingual policies surface civil rights movements and recognised that learning programs were failing to develop and

identify the importance needs of students on minority languages. They are formulated to provide tranquil and better education for students in learning institutions.

In addition, during the European debate (UNESCO, 2001) it was discussed that the development of language policies in many countries bring recognition and importance of multilingualism and linguistic pluralism as sources of nation building and embracing cultural diversity are increasing in evidence. According to Ngidi (2009) when citizens share similar languages it is likely that they are creating the sense of togetherness among them. In the case of the countries of the Baltic region (Estonia, Latvia and Lithuania) and the west-Slavonic part of Eastern Europe (Czech Republic, Poland, and Slovakia), Malakhov (2006), for instance, highlights that language policies in higher education recognise multilingualism of the countries. He further argues that although their system differs from primary and secondary schools in many respects and it is not mandatory, decisions depend on students' choices and as a result English has been widely cited as a factor contributing to success in higher education. Cummins (2003) discussed three important principles usually taken into consideration before the implementation of language policies in many countries.

2.1.4. The additive bilingualism enrichment principle.

The additive bilingualism enrichment principle is one of the findings by Cummins (2003) which illuminate how bilingualism can affect both intellectual and linguistic progress in learning. This principle revealed that students from disadvantaged backgrounds are experiencing language barriers and difficulties in their academic performances compared to those coming from advantaged backgrounds. The University of KwaZulu Natal is characterised by different linguistic identities, where it is said that more than half of the university students speak (IsiZulu) same vernacular which is not their language of instruction. Learning in a non-mother language is one of the issues in education that has caused language handicaps and confusion to students. Some students fail due to language difficulties they face in their academic learning. This principle also states that bilingual learning can develop and create greater flexibility of thinking. In this regard it goes without saying that bilingualism can play a major role in influencing the academic and intellectual development of a student (Cummins, 2003).

2.1.5. The linguistic interdependence principle

Many research studies reveal that for good academic achievement the relationship between policy makers and policy implementers must be interdependence. They must support and depend on one another for a policy to be successful. According to Cummins (1984) this principle stipulates that in a bilingual programme in order to develop one language proficiency there must be strong proficiency in other language that is closely related to the development of that language. English and isiZulu are the most common languages in the university, they have some relations and many Zulu speaking students have been taught in English from their primary schools. Even if both languages are clearly different there will always be an “underlying cognitive/academic proficiency which is common across languages” (Malave & Duquette, 1991:166). This underlying relationship makes it easier for those involved to transfer from one language to another. The linguistic interdependence principle is general known for its proficiency of accounting for data on immigrant students on second language (Cummins, 1984). Many studies revealed that this principle has good methodologies that are suitable in researching various issues related to language in academic learning (Cummins, 1984).

2.1.6. The conversational/academic language proficiency principle

In terms of this principle conversational skills and academic skills are not equal. The linguistic programmes may develop fluency in the conversational skills in the school languages but their academic language skill always lag behind (Cummins, 1984). Owu-Ewie & Baker (2001) suggested that in order for conversational and academic skills to be approximate equal appropriate levels there must be different time periods – five years or more - for students to have sufficient exposure in both languages. The Language Policy plan sets out details of practical implementation by the University of KwaZulu Natal, and so the policy is planned to run for a period of 10 years from 2008 to 2018 which will be followed by the second phase from 2019 to 2029 (Vithal, 2013). Cummins further made an illustration that in a linguistic programme, English students are likely to make significant progress in their academic skills than those who are not proficient in English. Malave & Duquette (1991) highlighted that in most cases those students that show low correspondence are not likely to gain more academic skills for their future use.

In a study done by Knutson (1996) on national language policy in the USA, the implementation of any language policy is likely to have social, political and economic implications. Language policy can arouse many debates. In the case of USA there has been pros and cons when it comes to the implementation of language policies. These include that language is a symbolic history and where people of the same culture share their values in their society. Unfortunately those barriers cannot be ignored because they can create bottlenecks in the policy. Language policy is essential in building unity among people and developing a sense of identity and common culture (Cummins, 1984).

From the brief overview of literature as presented above, there are a number of identifiable factors that may come to be seen as relevant to the context of this study's location. In the case of Ghana and other nations with multiple languages, Owu-Ewie & Baker (2001), for instance, highlight the main purpose of language policy in higher education is to enhance the academic, linguistic and cognitive abilities of students.

2.2. Language Policy in the African context

Multilingualism is one of the marks of African history. Many African countries were colonies of European nations which left its imprints of multilingualism and language barriers in the African societies (Singh, 2009). English, French and Portuguese are European languages which still play a dominant role in African countries. According to Mgwashu (2010) there are several African societies that have placed strong emphasis on indigenous forms of education before the arrival of European education. For example with the Khoisan and Bantu speaking people, communities had knowledge in transmitting their cultural values and skills among their societies. Mgwashu (2010) further said that before the colonial rule, Khoisan and Bantu speaking people transmitted their knowledge and skills through tales, practices and oral histories that enabled their generations to survive in a changing environment.

According to Campbell (2006) the legacy of colonialism has rendered African languages impotent in most African countries. He further states that in many African countries indigenous languages are spoken more widely than the European languages but, at the same time, the European languages are used as the primary language of official education. In other African countries,

education in indigenous language occur for the first four years of their primary education and then afterwards learners are required to drop their mother tongue language to learn a European language which sometimes they do even not know (Campbell, 2006). The case of Tanzania is quite different from other African countries; Kiswahili is Tanzania's Bantu language which is dominant in schools. Kiswahili is the medium of instruction in Tanzania. Campbell (2006) also stresses that even though in some African countries, education skills and knowledge are instructed in European languages, indigenous people are likely to use their mother tongues in their daily tasks.

According to UNESCO (2006) more than 2000 languages are spoken in Africa. Prah (1995) suggested that instead of insisting that African people learn English and other European languages African people should be assisted to improve their social, economic and political activities through their mother tongue. The diversity of languages is usually the common reason for hindering the promotion of African languages as a medium of instruction. This has been the debate since African countries gained their independence from colonialism (UNESCO, 2006). According to UNESCO (2006) the fact that there are many languages makes it impossible to select one as second language of instruction because this would create tension among cultures and languages. In addressing this matter, Prah (1995) through the Centre for Advanced Study of African Societies (CASAS) introduced the idea of harmonising African indigenous languages. CASAS is based in South Africa at the University of Western Cape and is involved in helping in the harmonisation of African languages. Mwikisa (1996) supported the idea of harmonisation of African languages. He suggested that they could be helpful in many cases, such as in Botswana, Mozambique, Zambia, Lesotho and Namibia where Silozi, KwaNgali and Sesotho are the most spoken indigenous languages. These countries share traditional cultural bonds and languages. He further states another example with Zimbabwe and South Africa where people share IsiZulu and Ndebele languages. The harmonisation will also help in preserving the importance of indigenous languages for the present and future generation as they play a huge role in the African culture. Mateeme (1980) stated that African languages are underdeveloped in scientific and technical communication because these fields were not created in their languages and they have not been used before.

2.3. Language Policy in the South African context.

In light of this, it would be convenient to begin this section of the paper by reiterating language policies in South Africa, within the context of institutions of higher learning. The area of language policy as a research area is dominated by international studies. It is a fact that the language use reflects the balance of power in the global linguistic market place (Suzanne, 2002). “Looking to schools and declarations of official status to assist endangered languages is much like looking for ones lost keys under the lamp-post because that is where the most light appears to shine rather than because that is where they have been lost” (Romaine, 2002:2). Universities are among one of the most dominant sites in which language policies are practised.

First and foremost, all South African higher education institutions are guided by Section 3 of the National Education Policy Act No. 27 of 1996. In terms of the constitution (Section 6) all education systems are required to promote indigenous languages which were previously neglected during apartheid rule. In the South African Council on Higher Education (2001) higher institutions are required to promote and develop official languages through learning and teaching. There is also the Higher Education Act of 1997 which states that every higher institution of learning is obligated to promote at least one indigenous language. The University of KwaZulu Natal has therefore taken crucial steps in carrying out this mandate by working closely with the Department of Arts and Culture and the language body, the Pan South African Language Board (PANSALB).

The pursuit to implement isiZulu as a compulsory module as well as a language of instruction is not a new phenomenon in the context of South Africa’s education system. In the past few years there have been numerous calls for the use of indigenous or mother tongue languages as part of instruction in institutions of higher learning (Turner, 2008). According to Mda (1998) during the apartheid era, the language policy in education focused on English and Afrikaans as languages of instruction in South Africa’s schools. The black African students were required to learn in their home languages in the first four years and then supposed to switch either to English or Afrikaans (Mda, 1998). In the institutions of higher learning this notion of Language Policy practice was not functional as they were for white people only. After 1994 higher institutions of learning such as

University of Zululand and University of KwaZulu Natal began to offer African languages in some subjects.

In 2008, the University of Pretoria had an intention to promote the meaningful use of Afrikaans as a language of instruction and as an academic language, and to ensure that Afrikaans would be developed in order to establish excellence in academic communication (Turner, 2008). But, such an idea could be claimed to have failed because English still remains the main language of the university. It has gained its dominance as the medium of instruction more especially in the Economic Sciences, Engineering, Veterinary Science and Medicine (Turner, 2008:395). One would then wonder what status unstandardized African languages would gain if the well-developed Afrikaans language loses. However, the case of UKZN might seem to be different.

It has been almost 20 years since South Africa gained democracy. However, the switch from English and Afrikaans as were the official languages during apartheid, to equal multilingual country has been accompanied by the constitutional recognition of 11 South African official languages. A practical evidence can be drawn by the evident of the implementation of language policies from lower education to higher institutions of learning all over the country.

2.4. The University of Kwa-Zulu Natal Language Policy

The University of Kwa-Zulu has committed itself to a multilingual education system. The university is in its initial stages of implementing the Language Policy which is based on developing IsiZulu as an academic language alongside English. The UKZN Language Policy (2006) main objective is to develop disadvantaged indigenous languages as part of their academic learning languages. The Language Policy plan is divided into two phases of implementation, the first phase is currently running until 2018 and the second phase will start from 2019 to 2029 (UKZN, 2013). The implementation phases of the Language Policy are based on the development of communicative competence in English and IsiZulu sufficient for academic interaction (Ndimande-Hlongwa, 2004).

The purpose of the Language Policy plan (2006) is to set out details of the practical implementation of the Language Policy that is adopted by the university (UKZN, 2006:01).

According to Howlett and Ramesh (2003) a policy with clear goals and objectives is easy to implement. As indicated above, Phase 1, which “will run from 2008 to 2018” (UKZN, 2006:04), is intended to establish the basis for and necessary conditions to promote and sustain Phase 2 that will from 2019 to 2029, (UKZN, 2013). South African Language Policy in education generally states that learners have a right to be educated in the language of their choice wherever “possible” (Ngidi, 2007). In this regard, the University of KwaZulu Natal has adopted a Language Policy framework determined by the code of conduct of the South African Constitution. Due to the fact that English had been given a strikingly advantage to be the language of learning and teaching in the University of KwaZulu Natal, the university identifies with the goals of South Africa’s multilingual Language Policy and seeks to develop and promote proficiency in the official languages, especially isiZulu and English (UKZN,2006).

In the study conducted by Ngidi (2007), it was discovered that in most institutions of higher learning surveys have been conducted to explore how many people prefer their mother tongue as a language of instruction. There is not much literature that explores the opinions of students around implementation of Language Policy. According to Singh (2009), English has risen in status since the demise of apartheid in 1994 as results there are many recognizable South African organisations that address the subject of language policies in education system. Ngidi (2007) believe that successful learning is achieved when students are actively involved in learning, when assignments reflect real life contexts and experiences, and when learning is promoted through applied and reflective activities that they understand in their languages, (Bransford , Brown, & Cocking, 2000; Driscoll 2002).

According to Ngidi (2007) it is important for language policy makers and planners to pay attention to language perceptions and attitudes of people, so that their needs will not be left out and that the policy reflects their needs, and not the interests of any particular group. He further states that in most cases English is preferred because it is the “language of power” and this is likely to result in other languages left out. Ngidi (2007) contends that perception refers to the way people react and respond to others in thought, feeling and action. This is a broader description of the concept perception. It encompasses almost all components of attitude, the inclusion of thought,

feeling and action. In the study conducted by Balfour (2010) in schools to determine how useful the formalization of varieties would be for learning and also what other varieties exist associated with higher education in South Africa. In terms of National Education Policy Act 27 of 1996 every school learner has a right to receive education in their official language of their choice. As per discussion above, this study is based on exploring the perceptions of students on the implementation on the language policy of University of KwaZulu Natal, in the CTHM programme.

UKZN has an intention to make isiZulu a compulsory module, then follow a point where it will be a medium of academic communication. According to the policy implementation theorists such as Bynard (2005), implementation success lies in incentives for compliance and sanctions to failures. Accordingly, UKZN's "isiZulu proficiency" may have indications of success. This is due to the fact that every student will not graduate if they have not taken any prescribed isiZulu module, or got exempted. In its pure sense, therefore, the research study is premised on the knowledge of the University of KwaZulu, as is the case with other South African institutions, having language policy whose main function is to raise the use and status of indigenous languages to become an essential part of the country's higher education system. Census 2012, according to IOL News (16/05/2013) revealed that in the University of KwaZulu Natal, isiZulu is the most widely spoken language. The University stated that, on average, 48 percent of first-year students who were enrolled at the University of KwaZulu Natal between the year of 2007 and 2012, identified isiZulu as their home language and 6 124 students in 2012 studied isiZulu as their home language and 52 percent identified other South African languages. Furthermore, University of KwaZulu Natal has more than 60 percent of students who are Zulu speaking, as a result the institution has an obligation to ensure that linguistic choices result in effective learning solutions.

While there is plenty of research related to language policy that has been done, there is a little focus on the Language Policy of UKZN. This section of the chapter attempted to examine the notion of language policy from international to local studies with a purpose of providing general understanding of language policy through the studies that has been conducted before. Herbert (1992) stated that there is a plenty of research studies that has explored the perceptions of students on the language policies in learning programmes around the world, however, South

Africa seem to be lagging behind compare to countries (Council on Higher Education, 2001). The researcher expects this study to add significant knowledge to the area of language policy within the academic realm.

2.5. Theoretical Framework

Policy Implementation Theory is a system of thinking and considering the choices before deciding on a particular course of action on the policy (Paudel, 2009). Policy implementation is the most crucial step of the policy cycle. It is critical in policy analysis because it is when the policy analyst can evaluate the policy from its inception to the extent where an idea has been given practical effect and to ensure the desired fulfilment by solid measures, (Grindle & Thomas, 1990). This Chapter describes the theoretical framework guiding the study.

South Africa like many developing countries is going through a major review of policy implementation. In recent times much attention has been given to service delivery especially in the sphere of government (Brynard, 2005). This consideration is helping the government in paying attention to improving the country. The University of KwaZulu-Natal is one of South Africa's institutions of higher learning. Its operations are guided by the rules and regulations provided for in the country's constitution. This study chose Policy Implementation theory as a theoretical framework to explore the perceptions of students on language policy at the University of KwaZulu-Natal. Policy Implementation Theory is employed for this study to achieve the research objectives. It is based on the ideas of proponents of policy implementation such as Corchon (2007), Howlett & Ramesh (2003), and Paudel (2009) and among others.

Paudel (2009) states that implementation is an ambiguous concept, as it means either the act of implementing or having been implemented. In most cases policy analysts evaluate the policy from the initiation to the extent where policy aims and objectives are giving practical effect to ensure the actual fulfilment of desired goals. This study will provide an analytical examination of the implementation of language policy in order to get a general understanding the perceptions of students regarding the language policy.

According to Elmore (1978), the concern about the implementation of social programs stems from the recognition that the policies cannot be understood in isolation from the means of their execution. A large collection of carefully documented case studies points consistently to the same basic pattern: grand pretensions, faulty execution, and puny results. A reasonably broad consensus has developed among analysts of social policy that the inability of government to deliver on its promises derives only in part from the fact that policies are poorly conceived. Increasingly, policy analysts have begun to focus on the process by which policies are translated into administrative action. Since virtually all public policies are implemented by large public organizations, only understanding how organizations work we can understand how policies are shaped in the process of implementation. But it is more imperative according to Lane (1987) to first understand the concept of policy in implementation. The aim of this research paper is to explore the perceptions of first year students in the Cultural and Heritage Tourism programme on the implementation of language policy in order to understand how the implementation process has taken place.

2.6. Policy

According to Hill (1993:6) “policy is essentially a stance which contributes to the context within which a succession of future decisions will be made”. Policy is generally known as a set of consistent decisions containing desired goals and the means of achieving those goals under certain conditions (Hill & Lupe, 2005). Policy is central in the understanding of the way people are governed. According to Colebatch (2002) the policy concept is part of a framework of ideas where people make sense of dimensions of their lives and the way they are governed.

According to Colebatch (2002) the best way to understand policy is in terms of its goals and objectives. He provides three elements regarding the way in which the term policy is used: *order*, *authority* and *expertise*. Order is when the policy sets the limits on the behaviour of the policy makers while giving them freedom to make choices from a range of activities of the policy. Policy usually contains the information of rules for certain acceptable order that is created in the context of keeping in line with policy goals for involved participants to oblige with in various policy stages. The second element is authority, which controls the whole policy figures. In a

policy, there are authorities, who are responsible for each and every policy stage or process, they legitimate policy and each and every step of the policy draws on authority figures. The third element is expertise. Expertise sticks on the idea that policy must take consideration of the factors that are affected by it. It takes care of the information and knowledge that comes from the affected factors and implies it to the policy with an aim to obtain successful outcomes that does not hinder anyone. Knowledge varies from initial stage of the policy to the final stage (Colebatch, 2002:09). Colebatch further states that policy should be understood according to the way that activity among of those involved is patterned, so that participants become aware of what is going to happen next.

Policy involves a course of action or many decisions rather than one decision (Hill, 1997). As highlighted by Crosby (1996) the roots of policy implementation cuts across several sectors and interests and it usually occurs in widely open systems where consequences and results are not controlled directly by the decision makers and stakeholders but the implementers. There are a number of variables that need to be considered to enable successful implementation to happen, even though the presence of those variables does not guarantee the success of the policy.

2.7. Agenda Setting

It is worth mentioning agenda setting as it is the translation of an issue into a policy proposal (Hill, 1997). Agenda setting is the process of problem definition. It establishes the stage for other components of the policy in the decision making process (Knill & Tosun, 2012). The way a problem is defined in the decision making process usually determines the achievable set of policy outcomes through which certain problems can be handled. The UKZN Language Policy is envisioned to uplift and promote the use of isiZulu as language of instruction and communication on the university courses. Language policies in the education system are established to overcome language challenges faced by the country alone in promoting and developing indigenous languages. In the report for the National Planning Commission done by the Department of Education (2011), it was revealed that low effort from educators is often considered one of the serious problems affecting language in the South African schooling system. The agenda setting stage consists of a set of problems that are up for serious attention by decision makers for that

particular policy. According to Knill & Tosun (2012: 107) there are always arguments about the making and shaping of the decision agenda as it might affect the chances of policy adoption.

According to Knill & Tosun (2012) the mobilization model outlines the process of agenda setting where decision makers try to find support that is needed to move issues to the agenda in order to attain the objectives of their policy. Agenda setting is described as a gist of a policy where policy communities share one main common view (Knill & Tosun, 2012). In most cases, elected public officials and judges; the bureaucracy; the mass media; and interest groups are the major actors and interests who play a central role in the agenda setting process (Knill & Tosun, 2012). These actors' positions allow them to make decisions on policies concerning them at each and every stage of the policy and outcomes are related and influenced by decisions they take in the agenda setting process.

2.8. Policy Formulation

According to Howlett (2011) policy formulation is a stage where options about what should be done in order to solve a problem, are generated. When the problem has been recognized, decision makers are always expected to do something about it (Howlett, 2011). The policy formulation stage is when the problems (identified at the agenda setting stage) are being formalized and refined. Thereafter, possible solutions to policy problems are assessed to explore the availability of options for addressing the recognized problem (Jones, 1984). In the study done in 2009 by the university in discovering the causes of student dropout, it was found that language barriers were one of the main challenges affecting student academic performance (Moodley, 2009). In response to this, the University of KwaZulu chose to be a leading example working in accordance with the South African Constitution to develop and promote indigenous languages. Previous studies showed that the promotion of indigenous languages was facing challenges with decreasing numbers of students taking indigenous languages at higher learning institutions. This raised many debates leading to many universities fighting against these challenges (Moodley, 2009).

It is crucial to underline that policy formulation includes defining the problem, taking considerations of previous responses to the problem and evaluating current options at the same

time (Ezzy, 2002). According to Ezzy (2002) perfect policy formulation can be achieved through serious consideration of following three steps. First, policy makers must clearly describe the problem and map its dimensions. Second, they must take into account the previous policy outcomes to the current problem they are facing and outline the differences. Third, they must have previous information which is likely to help them in understanding how previous experiences can help in formulating the present policy. This implies that the problem must be adequately analysed and conceptualized because the formulation stage is going to affect the whole process. Moodley (2009) highlighted criticism and controversy of UKZN's Language Policy from many sides. The policy was criticized for a lack of inclusivity from university stakeholders who argued that it neglected students and staff in the whole policy process (Moodley, 2009). However, the new revised policy states clear that the involved stakeholders are dedicated in working hand in hand with the students as they are the actual implementers of the policy.

In addition, during policy formulation, it is common for policy makers to agree on the problem, but they may not agree on the causes of the problem, as a result it is always expected that the solution to the problem may vary (Howlett & Ramesh, 2003). The way options are selected at this stage says a lot about policy implementation.

2.9. Policy Implementation

Policy implementation is the stage when policy is translated into action (Hill, 1993). Knill & Tosun (2012) describe policy implementation as the process in policy making whereby policy is put into effect by the responsible implementers. It is a stage where policy makers and policy implementers connect for translating policy into action. Policy implementation is usually carried out by different levels of bureaucracy. Policy implementation does not operate in a vacuum it includes various actors located in different public entities that may or may not have the same desires concerning the way in which the given policy should be implemented, (Knill & Tosun, 2012).

According to Adamolekun (1983), policy implementation refers to the activities that are carried out in light of established policies. Edwards (1980) defines policy implementation as a stage of policy making between the establishment of a policy (such as the passage of a legislative act, the

issuing of an executive order, or the promulgation of a regulatory rule) and the consequences of the policy for the people whom it affects. Policy implementation is also defined as the stage of transformation and establishment of policies into action (Makinde, 2005). Public implementation challenges occur when the desired goals on the target beneficiaries are not met and when the basic critical factors that are very crucial to implementing the policy are missing (Makinde, 2005). Critical indicators include the lack of resources such as finance, technology, human capital, communication, dispositions or attitudes and information. Makinde (2005) states that information is an important ingredient for achieving effective public policy implementation. Through communication, orders or rules that are needed to implement the policy are expected to be transmitted to the appropriate personnel in a clear manner. Inadequate information can lead to a misunderstanding among implementers, they may be confused as to what exactly are required to them (Makinde, 2005). The lack of resources results in policy implementation problems. Resources include human and material such as adequate information to carry out the implementation process, facilities needed such as equipment and location, appointed people who will ensure that policies are carried out properly and also adequate staff members who are well equipped/suitable to carry out the implementation process (Howlett & Ramesh, 2003).

2.10. Determinants of implementation success

Successful policy implementation usually depends on the extent to which policy decisions are actually implemented and complied with. Decision makers in a policy have to take the necessary steps to fulfil the objectives of policy formulation (Knill & Tosun, 2012). There must be compliance and practical application which involves monitoring and enforcement of activities. According to Knill & Tosun (2012) monitoring is about increasing transparency and gathering information that will determine the progress of the target group. Public policy Implementation challenges occur when the desired goals are not met and when the basic critical factors that are crucial to implementing the policy are missing (Makinde, 2005). Critical indicators include a lack of resources such as finance, technology, human capital, communication, dispositions or attitudes and information (Makinde, 2005). The best way to measure the progress of the policy is through monitoring and evaluation. Policies usually fail when put into practice because of bad

management, poorly defined policies, responsibilities not clearly assigned, expected outcomes not specified, and people not held accountable for their performance. Sometimes it happens that they go wrong because the policy to be implemented is based on an invalid theory (Elmore, 1978). Monitoring and evaluation activities should be done to ensure compliance. If such activities reveal non-compliance, decision makers must take further steps to stop it as they might the success of the policy.

2.10.1. Concept one: *Choice of policy instruments*

Policy instruments are chosen methods by policy makers to achieve the measurable goals of the policy. They include resources and individuals instruments which are combined to achieve desired effects of the policy put in place (Cairney, 2015). Policy instruments depend on the whole environment of the policy which are well known as “policy subsystems”, and the ability of the state to effect changes in the light of constitutional constraints (Howlett, 2009). According to Howlett (2011) policy instruments can be found at all stages of public policy making. Some policy instruments are better than others as they easily bring intended outcomes as they are easier to implement (Knill & Tosun, 2012). They further elaborate that implementation problems result from the wrong policy instruments being used by policy decision makers who are obliged by the constitution or the environment of the policy.

2.10.2. Concept two: *Precision and clarity of policy design*

The second concept is basically about how the precision and clarity of policy design affects implementation. Basically the researcher refers to the primary policy implementation actors (street level bureaucrats according to Hudson) of the language policy at the university. Those are UKZN students and lectures, as they are the main actors of the Language Policy. Hill (1998) states that policy makers have to ensure that policy is designed in a way that the policy impacts will reflects the intended direction of change. This highlights the fact that conflicts that are not given attention and resolved during the policy design stage pose a high risk of popping up again at the implementation stage (Knill & Tosun, 2012). Those conflicts they can be the result of vague and ambiguous policy objectives and requirements. Frequently, it is on the basis of such vague and ambiguity that the adoption of policy is possible and can be enforced. The number of actors

involved in the decision making process can affect deficient policy design, and also the degree of distributional conflicts characterizing a certain policy area (Knill & Tosun, 2012). Bardach (1977) stresses that the high number of actors involved can complicate the decision making structure which is likely to create the inconsistencies in policy design.

2.10.3. Concept three: *Control structures*

There must be ways of controlling administrative agencies to reduce the risks of bureaucratic drift (Knill & Tosun, 2012). Often, it is predicted that implementation problems stem from the difference between policy objectives and their actual implementation through the responsible administrative structures. This shows that problems that emerged during the implementation process should be addressed accordingly because they could lead to good connection of administrative structures (Howlet, 2009). Knill & Tosun (2012) note that political administrative systems usually inherent problems of bureaucratic drift. Schnapp (2000) mentions that the increase of bureaucratic drift also results from high levels of organizational complexity which might increase the number of actors, agents and government levels that are involved in the implementation process. Schnapp (2000) added that bureaucratic drift is likely to occur in countries that have government consisting of high number of coalition parties.

Bureaucratic drift occurs during the implementation in government when one political party could not realize its preferences during the formulation process of the policy (Knill & Tosun, 2012). Therefore, there must be superior knowledge needed to implement the policy that will enable the implementer to possess information advantage contrary to decision makers which facilitates deviations from the original guidelines (Knill & Tosun, 2012). It is imperative that policy analysts consider whether the administering agency has an effective organization and control structure so that the bureau or implementers will accurately and faithfully carry out the program as designed. Wolman (1981:451) indicates that classical organizational theory advocates the hierarchical arrangement and unity of command necessary to assure that subordinates carry out the orders of the leaders. However, Wolman further argues that formal orders coming down a hierarchical chain of command will not necessarily ensure that subordinates will respond as leaders intend.

2.10.4. Concept four: *Institutional design*

The implementation of policies requires institutional structures and arrangements (O'Toole, 2003). According to Knill & Tosun, (2012) policies usually have institutional implications, which are requirements for the improvement of suitable structures and procedures for their effective implementation. The fact that implementation of any policy requires important changes in institutional structures always come up with some challenges (Knill & Tosun, 2012). The choice of input of the instrument affects the implementation process of policies, because (Lenschow, 1998) proclaim that policies are generally directed by the contents and instruments of the policy rather than institutional arrangements even if there is a close relationship between policy content and the requirements of institutional arrangements. Institutions literature plays an important role in the implementation process (Knill & Tosun, 2012).

2.10.5. Concept five: *Administrative capacities*

Administrative capacities focus on the ability of an actor to achieve successful implementation. Knill & Tosun (2012) state that implementation effectiveness can be judged by diverse capabilities which affects the available chances for effective formal and practical implementation. In many cases administrative capacities depend on the fact that the responsible agency for the implementation process must be equipped with the necessary resources to ensure the policy is carried out as planned (Knill & Tosun, 2012). In order for policy implementation to be successful, there must be adequate resources to be able to implement the policy.

2.10.6. Concept six: *Social acceptance*

Social acceptance is considered as one of the most important concept in public policy when it comes to attaining effective implementation (Knill & Tosun, 2012). It sets acceptable measures for policy. Under social acceptance, involvement of interest groups in policy implementation is an ambivalent strategy although there are a number of policies which have failed because of a lack of interest group support. Even though the support of interest groups in policy implementation is ambivalent, some decision makers have no choice but to involve them (Paudel, 2009).

Another factor in social acceptance is the fundamental cultural values and social structure from a backward mapping perspective. With regard to this particular factor, it is argued that political power in most countries tends to correlate with income, social class and large organizations. In the developed world and few developing countries, the notion of a vibrant civil society impacts heavily on public policy implementation. In other words if the policy to be implemented is detrimental or a burden to society, civil society will affect its implementation either by resisting it or boycotting it (Knill & Tosun, 2012).

2.11. Communication, adequate time and resources are made available to the programme

Resources affect a particular policy from its inception to its implementation in different ways. It is common for the policy to be based on adequate time to carry it and sufficient resources to be made available to the whole policy. Elmore (1978) states that money is not actually a resource but a ticket to buy real resources, so unspent portions should be avoided. When implementing public policy, decision makers should consider the distribution and redistribution of resources to avoid exploitation of resources and to provide sufficient resources throughout the whole policy process. To implement any policy or program, communication and adequate resources must be considered for and put in place. It is apparent that to implement new policy all resources must be available set aside for successful policy (Grindle and Thomas, 1990). However, Crosby (1996:1406) has discovered that “frequently the agency charged with implementing new policy is severely resource deficient or worse, an empty shell”. However, Crosby claims that, adequate resources to carry out policy implementation either are located in the wrong place or do not exist at all.

Crosby states that in other cases it happen that “resources required to implement the policy may be under the control of others, who may have as much status and authority as those trying to implement the policy and who may be uninterested or even opposed to implementing that particular policy” (Crosby, 1996: 1406). In a nutshell, the absence of adequate resources will result in implementation problems. The allocation of resources is important in that policies simply cannot be implemented without the infusion of money or other necessary resources (Sabatier, 1981).Sabatier further argues that the provision of resources can lighten the burden

on implementers even when resources are not necessary for effective implementation of that policy, they can provide positive benefit for the program. The UKZN Language Policy identifies with the goals of South Africa's multilingual language policy and is aimed at developing and promoting proficiency of indigenous languages at institutions of higher learning (UKZN, 2006). The language policy is divided into two phases for the implementation process. Phase 1, from 2008 to 2018 with the intention to establish the basis for and basic conditions to stimulate and sustain multilingualism, the 2nd phase is scheduled to run from 2019 to 2029 (UKZN, 2013).

2.12. Models of Policy Implementation

2.12.1. Top-down approach

The top-down model includes making a clear distinction between policy formulation and policy implementation (Hill, 2009). The top-down approach assumes that decision makers give instructions to implementers regarding which direction they should follow. This usually results in vague and contradictory goals and direction. The main disadvantage of the top-down approach is that it pays more attention to politicians and officials who play a minimal role in the implementation of policy (Howlett & Ramesh, 2003). The top-down approach starts with examining the decision taken and then examines the extent to which the administrators chose to carry out those decision and their outcomes (Sabatier, 1981).

The top-down approach suggests that policy goals can be analysed by decision makers and implementation can be achieved by setting up specific mechanisms (Paudel, 2009). In the top-down perspective, policy makers have power over implementers. They exercise control and take decisions rather than the actual implementers of the policy. The top down approach places emphasis on the steering of problem (Paudel, 2009). It starts from the top with the intent of decision makers where they carry on in each and every step defining what implementers are expected to do throughout the whole policy implementation process. Paudel (2009) states another main disadvantage of the top down approach is that it takes implementation as an administrative process while at the same time disregarding the importance of street level bureaucracy. The top-down researchers focus on a specific political decision, normally a law. They follow the implementation down through the system, often with special interest in higher-level

decision-makers. UKZN students are the street level bureaucracy of their Language Policy as they are the main implementers. The language policy is created for them and they are also expected to play an important role in the implementation process. The policy will affect them in their qualifications. This study is premised in exploring the students' perceptions in all levels of implementation of their Language Policy in the Cultural and Tourism Programme.

The success or failure of problems of many programs depends on the commitment and skills of the actors of the policy that are involved in the implementation process (Howlett & Ramesh, 2003). A related criticism of the top-down approach is that it is difficult to use in circumstances where the dominant policy or agency is absent, but rather a multitude of governmental directives and actors, none of them preeminent and they are likely to underestimate the strategies used by implementers and target group to get around policy into the direct own purposes (Sabatier, 1983). Hill & Lupe (2005) notes that top downers often express themselves in support of a representative regime and the consistent execution of choices made by political leaders. They see implementation primarily as a matter of assembling action in support of the intentions and orders of political leaders (Hill & Lupe, 2005).

Implementers and beneficiaries find policies legitimate if they are included in the policy decision making. Moodley (2009) found out that most students were not aware of the language policy during the formulation process even though the university claimed to included SRC and other relevant stakeholders in the policy decision making process of the Language Policy. In most cases decision making is largely a top down, non-participative process, restricted to a slight set of decision makers (Kahler as in Crosby, 1996). Those with implementation responsibility do not usually participate in decision making processes. The top-downers assumes that 'the implementing official is simply the receptor of orders regarding policy change with little opportunity for input into the decision-making process thus there is little sense of ownership of the policy decisions '(Crosby, 1996:1404). Kellogg (2005) highlights the importance of including the key actors when the strategic plan (policy) is not only implemented but also when it is being formulated. Kellogg further emphasizes that the implementation actors who have participated

in the development of the plan usually have a deep understanding of what the policy's' strategic plan is, and why it is important to enable it to succeed.

2.12.2. Bottom-up approach

According to Howlett & Ramesh (2003) the bottom-up approach urges stakeholders and decision makers to take full consideration of the street-level bureaucracy implementers. The bottom-up approach has the most influence on implementation because street-level bureaucracy has control over the implementation activities they carry out. Street level bureaucracies feel the ownership of the policy as they should be included in each and every important stage of the policy. The bottom-up approach considers street bureaucrats as role players who have a better understanding of what needs to be done as they have a direct connection with the public (Paudel, 2009). The most important advantage of the bottom-up approach is that it takes account of both informal and formal relationships constituting the subsystems of the policy involved in the policy formulation process (Howlett & Ramesh, 2003).

This approach believes that street-level bureaucracy should be essential actors in implementing public policy because they contribute more to make an effective impact if they understand or know the importance of the policy to them (Paudel, 2009). Hill & Lupe (2005) state that bottom uppers endorse the emergence of the policy contributions of actors far from the oversight of political leaders and they look at implementation as mobilizing the energies of disparate stakeholders to make sensible choices in congealing problem solving around a complex policy issue. This model views the process as involving negotiation and consensus-building. These involve two contexts: the management skills and cultures of the organizations involved in implementing public policy and the political environment in which they have to work. Bottom-up model lays emphasis on the fact that 'street-level' implementers have discretion in how they apply policy. Professionals have a key role in ensuring the performance of a policy and have opportunities and responsibilities of control and delivery of a service (Paudel, 2009).

2.12.3. Monitoring and Evaluation

Anderson (2002) demonstrates that evaluation in particular is required to play a role in providing information on performance to enhance accountability and control by results, and in providing evidence of what works to inform policy learning and improvement. It is through monitoring and evaluation that the alternatives to achieving policy decisions are weighed to select the best course of action. In a broader sense, monitoring and evaluation provides feedback to improve the policy. According to the proponents of evidence-based evaluation (Sanderson, 2008; Pawson and Tilley) evaluation brings an understanding and learning to the question of what works, for whom, and under which circumstances. The new call for 2013 Language Policy was due to monitoring and evaluation where studies revealed that there was a loophole in the Language Policy created in 2009. In the study done by Moodley (2009) it highlighted that multilingualism was going nowhere slowly at the University of KwaZulu Natal. This study called for the UKZN Language Policy makers to try other alternatives to improve their policy. It is when then they decided on making IsiZulu compulsory for all first year students. Monitoring and evaluation should begin at early stages of the policy implementation in order to avoid bottlenecks and to put right measures to produce anticipated results (Howlett, 2011).

2.13. Conclusion

Hill & Lupe (2005) argue that there is a need to improve implementation theory whilst at the same time giving attention to the needs of practical decision makers. Imperfect policy implementation is common and many governments around the globe are looking for instruments to improve it (Knill & Tosun, 2012). This chapter started with literature review and then discussed policy implementation theory as the theoretical framework guiding this study. It then discussed determinants of policy implementation success which help decision makers to determine whether the policy is on the right path or not. It has discussed the most common models of policy implementation which decision makers chose in cases of implementing certain policies. Lastly, it also discussed monitoring and evaluation in relation to policy implementation processes. All discussions presented in this chapter provided an insight on various stages of Language Policy international to locally and policy implementation.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.0. Introduction

This chapter describes in detail the research design and methodology employed to guide this study. Sampling strategy and the ethical issues that were considered from the beginning until the end of the data collection process are also described. Furthermore, the methods and procedures that were used to collect vital information and to attain data from the participants are also describe at length.

3.1. Research Design

According to Kumar (2005) research design outlines the plan, structure and strategy of investigation so conceived as to obtain answers to research questions or problems. Research design is a specific way in which the researcher choses to create, collect, analyze and interpret gathered data (Bellamy & Six, 2012). Researchers usually design research in a way that will enable them to draw wanted descriptive or explanatory inferences. The research design is usually planned in advance; before undertaking a certain project (Bellamy & Six, 2012). Simply put, research design guides the techniques for collecting and analyzing data in accordance with the purpose of the research study. Therefore in this current research; research design was utilized in order to identify the factors related to the perceptions of students on implementation of the language policy.

A research design method is a procedure for collecting and analyzing data in a manner that aims to associate the research purpose with its objectives (Chein & Proshansky, 1959). Research design depends on the research purpose, as each and every study has its own purpose. According to Chein & Proshansky (1959) research purpose may be divided into a number of different categories: first, to get a general understanding of the phenomenon or get new meaning out of it; second, to interpret relevant features in that particular situation and to determine the cause

of the phenomenon; third, to determine the relationship of the relevant features with something else that might have an impact.

3.1.1. Exploratory Research Design

According to De Vaus (2001), the way in which researchers develop research designs is usually affected by two notions, i.e. whether the research questions are descriptive or exploratory. This study is exploratory as it seeks to understand and get students' perceptions on the new language policy in the Cultural and Heritage Tourism programme at the University of KwaZulu Natal. De Vaus (2001) states that exploratory design concentrates on the why and how of questions. This study uses exploratory design because it explores students' perceptions towards the implementation of the language policy. It seeks to elicit and fill in the gap previous research has left. Using the exploration research design this study aims to explore all channels available, bringing out comprehensive knowledge, understanding and new insights concerning student reaction and perception to the language policy (Brink & Wood, 1998). Therefore in this current context, exploratory methods were used to inform decisions about research design, especially with regard to sampling and site entry. Methods such as videos and informant interviews can be used (Lindlof & Taylor, 2011), in the exploratory research design to gain more data for the study.

3.2. Methodology

Research methodology is the principle that guides research (Dawson, 2002). Research methods are tools that are used to collect or gather data such as interviews and survey questionnaires. This study employed both qualitative and quantitative methods to collect data. Interviews and survey questionnaires were the key techniques in collecting information for this study. Dawson (2002), states that research methodology guides the entire research -it also provides the rules on how those activities should be carried out for success.

3.2.1. Qualitative Methodology

Qualitative methods in social sciences is a research tool that focus on phenomena that occur in natural setting. Simply put, it "depends on watching people in their own territory and interacting with them in their own language, on their own terms" (Kirk & Miller, 1989:9). In addition to that,

qualitative research rarely simplify what is observed in any natural setting, instead it recognizes the complexity of the issue being studied and therefore try to portray the issue in its complex form. According to Ezzy (2002), qualitative methods provide an excellent way of observing data about daily implementation of programs and they also provide a clear way of how decision makers react towards the policy and its implementation.

3.2.2. Quantitative Methodology

According to Kirk & Miller (1989:9), “quantitative research include the systematic empirical investigation of observable phenomena via statistical, mathematical or computational techniques”. This research method depends on asking people about their perception and opinions in a structured way. To that end, this will assist in coming up with hard facts statistics to guide the whole research and inform policy. According to McKinnon (1988), to get reliable statistical results, it’s important to survey people in fairly large numbers and to make sure they are a representative sample of your target audience.

According Dawson (2002) to get reliable statistical results, it’s important to survey people in fairly large numbers and to make sure they are a representative sample of your target audience. Thus quantitative research method put much emphasis on either measurement or classification of variables. On the other hand, qualitative research methods are based on data collected through words or other symbols, and they can be effectively in obtaining information of organization or communities in studying certain cases that does not seem clear and they can provide a clear understanding for many cases (Kruger & Welman, 2002).

Therefore this current study made use of both qualitative and quantitative research methods. In this case, surveys and semi-structured interviews are key techniques used to gather information because they are more flexible forms of collecting data and can be utilized in many ways regardless of the prevailing context.

3.2.3. Reliability and Validity

McKinnon (1988), explains reliability as the design in fieldwork which is concerned with how the researcher is getting the data on which he or she depends. It is important when the researcher

is designing the survey questionnaires to consider the participants response, with an intention to build consistency on their responses and to avoid accidental circumstances. Research validity is concerned with the accuracy of the research findings. McKinnon (1988:4) states that “validity is impaired if the design and or conduct of the research are such that the researcher is unintentionally studying either more than or less than the claimed phenomenon”.

Reliability and validity are important in understanding the issues during the fieldwork of the study (McKinnon, 1988). There are many available actions that can be taken in addressing reliability and validity issues. McKinnon (1988: 3) states that reliability and validity issues cannot be avoided in field research because they may “prejudice attainment of the researcher’s faith in the results”.

McKinnon (1988:7) discusses three strategies that affect the validity and reliability of research:

- (a) The amount of time the researcher spends in the research settings
- (b) The use of multiple methods and multiple observations, and
- (c) The research’s social behavior while in the setting.

3.3. Methods of data collection

3.3.1. Data collection

Research on student’s perceptions requires data gathering techniques that maximize the possibility of such discovery (Burgess, 1986). The researcher chose the unstructured interview which is more likely to provoke a discovery where participants were saying something unexpected. Dawson (2012) states that data collection stage is very important in terms of protecting the study from bias and unreliability. Data collection methods are primarily directed towards understanding as it occurs; they are directed at giving information about student’s perceptions and beliefs regarding the language policy. In order to obtain such information, the interviews and survey questionnaires have been chosen as major methods.

3.3.2. Location

This research includes field work where the researcher went to the field and conducted survey and interviews with the participants. According to Weinberg (2002) field work is where the researcher observes people, finding their location and staying with them in some role which is acceptable to them. In this current research, data was collected from first year students in CHTM program at the University of KwaZulu Natal, Howard College campus.

3.3.3 Sampling

According to Lindlof & Taylor (2011), sampling strategy usually flow logically from the distinguishing landscape of the scene as well as the goals of the study. According to Blanche & Durrheim (1999) the conclusion of the study can be drawn from the findings. Sampling is the process of selecting your participants to gather your data that will determine the outcome. Though it is possible, it is unnecessary to collect data from everyone related to the research topic in order to get valid findings. Thus, a sample, that is, “a portion or subset of the population” aimed to study, is selected for any given study (Oppenheim, 1992:325). Researchers collect information by a wide variety of methods and many of these methods involve a choice of experimental subject. There are two types of sampling methods that can be used to select a sample, namely probability and non-probability samplings, but this study uses non-probability sampling, which according to (Meadows, 2003:522), involves choosing samples not so much to be representative of the target population, but on the characteristics of the target population. In the case of this study, it depended only on availability and willingness to participate of students.

3.3.3.1 Sample

A sample is a “subset of a population selected to participate in the study” (Polit & Beck, 2004:7321). Sample is based on careful selection of cases that are typical of the population being studied and are seen to be effective for the study. The sample plays the vital “part of the target population that can be used to obtain the required data” (Welman & Kruger 1999:46). Therefore, in this study, a purposive sampling method was used; selecting participants who are part of the language policy implementation process. Sample was used because it best suits the researcher to understand how the students perceived the implementation process of the language policy as

they are the main agents implementing the policy. The selected participants were the first year students in CHTM programme.

The chosen sampling technique for this study is purposive sampling, because the researcher wanted to select the most productive sample that worked with the research aims and objectives. Marshall (1996), considers sampling as a crucial step in any research in studying the population. It can involve developing a framework of the variables that might influence an individual's contribution and will be based on the researcher's practical knowledge of the research, available literature, and evidence from the study itself. As the study was based on exploring students perceptions, the usefulness of the purposive sampling technique was applied accordingly (Marshall, 1996).

3.3.3.2. Sampling frame

The sampling frame is known as the list of elements from which a probability sample is selected. It is based on how the researcher chose to reach targets for the study. This study intended to gather useful data from participants, of which all of them were first year students in CHTM programme at the UKZN, Howard College campus.

3.3.4. Study Population

Study population is the aggregation of elements from which the sample is selected (Blanche & Durrheim, 1999). According to Brynard and Harekom (2006:55) "a population refers to a group in the universe as those who conform to a set of specifications". Welman and Kruger (1999:49) define a population as a "complete group of entities sharing some common characteristic". The actual study population in this research project is students from the CHTM those who are in their first year. This population was chosen because it is crucial for the study as it is centered on their perceptions.

3.3.5. Methods of data analysis

There are basically two types of data analysis. These are Qualitative and Quantitative. This study used both qualitative and quantitative methods of data collection. It provided more qualitative

data and limited statistics. The variables were explored and interpreted rather than seeking to be explanatory in nature. Interviews involved personal interaction and cooperation (Marshall, 1996). In the survey questionnaire, data was collected in a standardized format from a probability sample of the population. Questionnaires were a preferred method in a sense of obtaining a small amount of information from a larger group of subjects (Blanche & Durrheim, 1999). Surveys were collected through personal interviews.

3.4. Ethical issues

Section one of the UKZN Research Ethics Policy describes the pursuit of knowledge to be the pursuit of truth. The policy, hence, expects researchers to maintain the highest standard of honesty and integrity, while it rejects any possible form of academic dishonesty. This research study, therefore, reasonably adhered to such principles as honesty and integrity by way of utilizing safe and responsible methods as well as ensuring fairness and equity for the participants.

3.4.1. Confidentiality/Privacy

The researcher informed the participants before taking part in the interviews and surveys. The informed consent form was provided and students were informed that their participation was voluntary and confidentiality was guaranteed.

3.4.2. Declaration

As proof of participants having read, understood, and consented to participate in the study, a declaration was made available to be signed by the participants.

3.4.3. Coerciveness

The participants were not being misled in any way. The interview questions and survey questionnaires were clear and the researcher made sure that they understood before they took part. Participants were adequately informed about the study – its general nature, aims, and objectives.

3.4.4. Plagiarism

All the sources used in this current research were acknowledged. And the citations are well and correctly referenced.

3.5. Limitations

The researcher had to approach students before and after their tourism lecture classes. The researcher had to supplicate some students because they were running to their following classes and others had assignment to do. The researcher tried to make sure that participants understood before they take part. There are no recordings done during the interviews, the researcher could not get hold of recordings on time. But, this did not affect the data collection as everything was noted down on the paper.

3.6. Measurement of variables.

This is a both qualitative and quantitative study. It intended to explore the perception of first year students' on the implementation of the Language Policy, in CHTM at UKZN. Interviews and surveys were used as an important measurement to collect accurate data from the participants. There were 9 survey questions and 8 interview questions used to gather information.

Question 1 and 2 has no significant aim in influencing the research paper. The researcher included this question to emphasize that the research is not biased; any kind of person was allowed to participate. They intended to gain general insight on different age groups of people participated and how their views differ from one another.

Question 3 and 4 are meant to gather useful information about the respondent. Questions were designed to discover the perceptions of students from different races regarding the Language Policy. Given that UKZN admits international students regardless of race or ethnic group, asking this type of questions was always necessary to reveal the perceptions from different races enrolled at the university. Hence, South Africa has eleven languages of which are somewhat represented within the UKZN population, this question was aimed to highlight views from various races as they normally represent certain languages.

Question 5 was designed to find out how students were introduced on the knowledge of taking isiZulu language as the compulsory language during their first year of study. It also seek to establish out how the information was disseminated to students. In addition to that, the questions' focus was to explore if there are any challenges students are coming across in undertaking this this compulsory isiZulu module. This question assisted in finding out other motivations behind the implementation of the Language Policy.

Question 6 and 7 was meant to obtain clear insight into how the university informs students about the process and progress on their implementation of the policy. This question also explores the attitudes of students towards the Language Policy. These questions also wanted to gather information, whether students are willing or see their role in developing IsiZulu as medium of instruction in the near future.

Question 8 and 9are related to previous questions discussed above. They aimed at determining the mechanisms and channels being used by the university to hand out information to first year students regarding the Language Policy, such as modules they are entitled to undertake and to ensure they are on the direct path according to the university rules. It also aimed to get an insight on the correlation between the university and students who are affected by the Language Policy.

3.7. Conclusion

This chapter has presented an outline of the research design and methodology. Also reviewed in this chapter is the issue of validity and reliability of the research findings. Ethical issues and measurement of variable were also considered. The following chapter will present data and analysis of findings.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS OF FINDINGS

4.0. Introduction

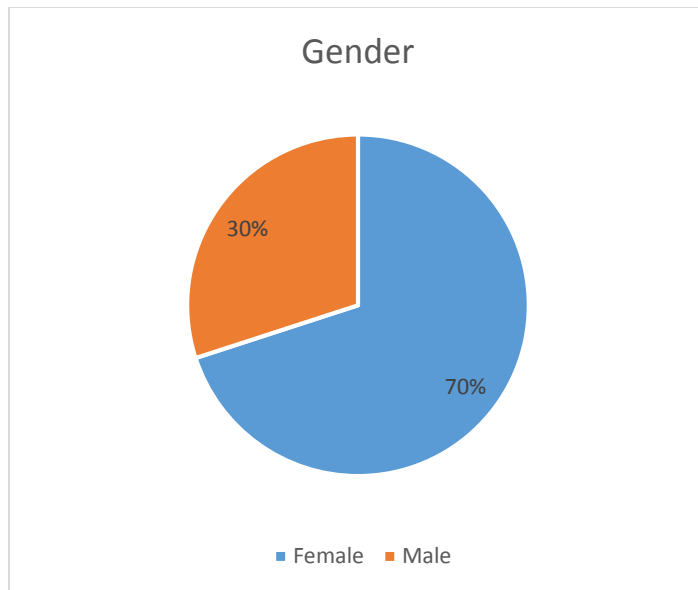
Data to be presented and analyzed in this section was gathered from a sample of students as per the discussion contained in the preceding chapter. In attempting to gather data specific to this study, 20 participants were accordingly made to respond to survey questionnaires. The questionnaire was used as a data collection tool, in this case, suitably designed to capture honest experiences of participants who were first year students in the CHTM programme at the University of KwaZulu Natal, Howard College campus. Other questions, sought to gather students' perceptions regarding factors related to the implementation of the Language Policy. This was done to present them with the inclusive opportunity to rate their overall awareness of policies put in place to help students. On the other hand, a total number of 10 interviews were conducted. This chapter will present and discuss the results of the study undertaken to explore the perceptions of the first year students concerning the implementation of the Language Policy in CHTM programme. It draws from the data collected during the field work of the study. This chapter is divided into two sections: section 1 (Surveys) and section 2(Interviews).

4.1 Section One

4.1.1 Survey Participants (quantitative data)

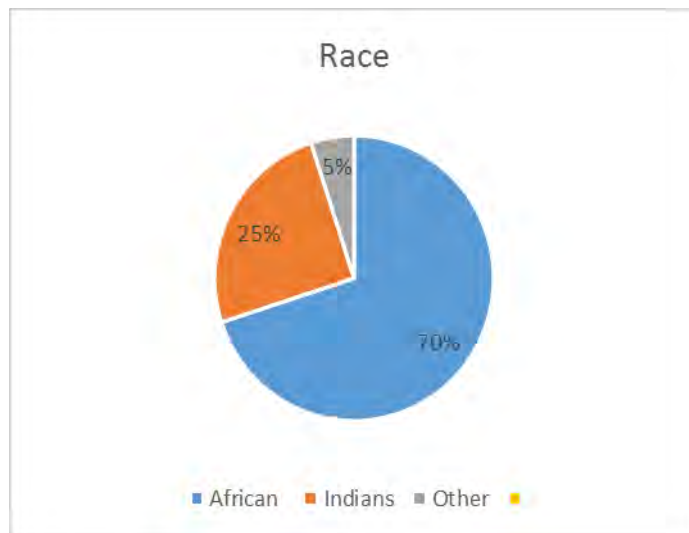
The following is the presentation of respective responses, each followed by a brief analysis of findings associated with it.

A. PROFILE OF SURVEYS RESPONDENTS



Interpretation of the findings

The data presented above, shows those who participated as part of survey samples were proportionately divided along gender lines. 70% of them were females whereas 30% were males. With regard to age, 100 % of them were found to be in the stated category of 18-25 years.

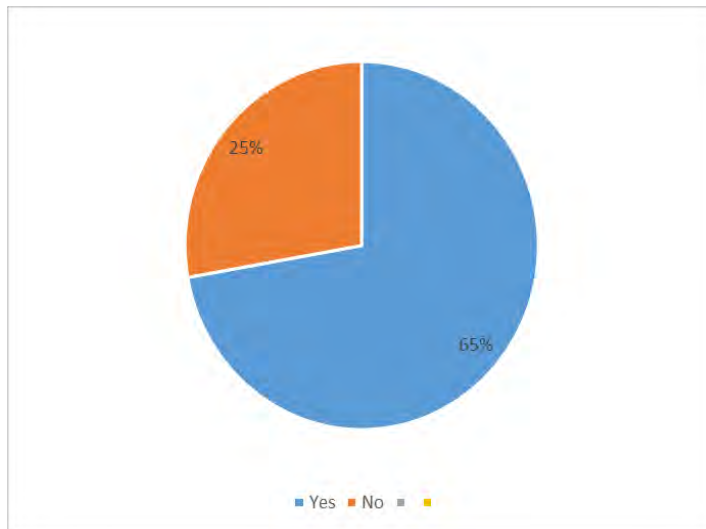


Interpretation of the findings

From the data presented in the chart above, it is indicated that those who participated as part of the survey sample were proportionately divided along racial lines. In this regard, the African

students constituted seventy percent (70%), followed by the Indians who stood at twenty five percent (25%) and the other constituting a remaining (5%).

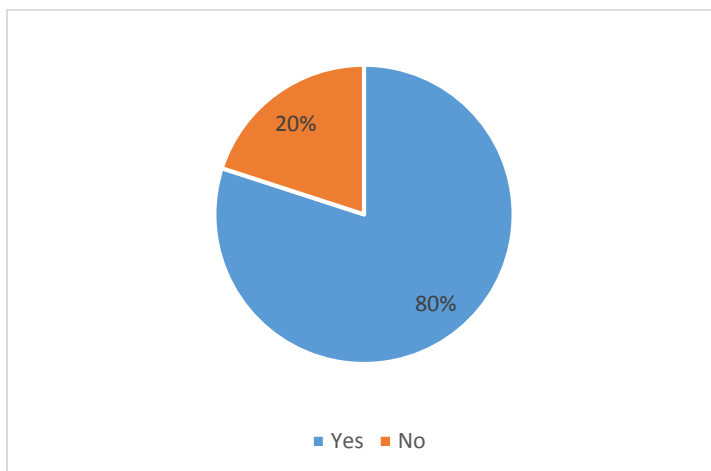
Question 4. Have you heard about the new language policy?



Interpretation of the findings

The data presented above indicated that sixty five percent (65%) of respondents are familiar with the new language policy. While thirty five percent (35%) of the total population, revealed that they were oblivious of the language policy.

Question 5. Have you experienced any barriers in relation to English being the medium of instruction at the University?



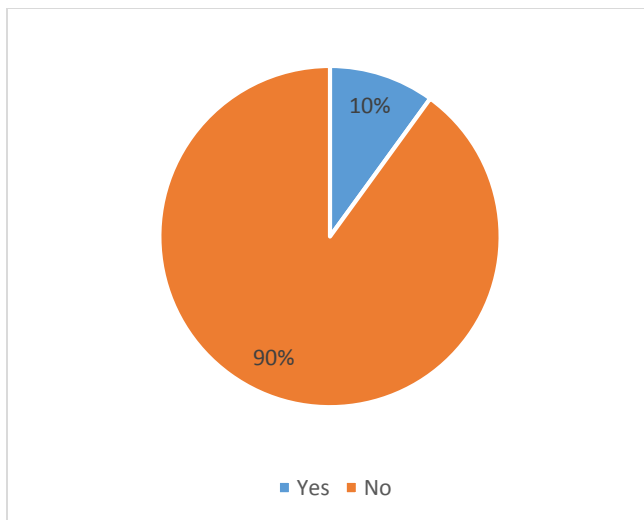
Interpretation of the findings

In response to the question whether they have experienced any barriers in relation to English as a medium of instruction at the university, eighty percent (80%) responded in the affirmative and expressed that they have experienced language barriers. On the other hand, twenty percent (20%) indicated that they have not experienced communication problems with English as a medium of instruction at the university.

Interpretation of the findings

Responding to the question, whether they have witnessed any preparatory measures being put in place for a possible consultation with regards to implementation of the language policy, hundred percent (100%) of the participants indicated that they have not witnessed such measures.

Question 6. Would you say the Zulu language is developed enough to accurately reflect the content of what is being taught at a university level?

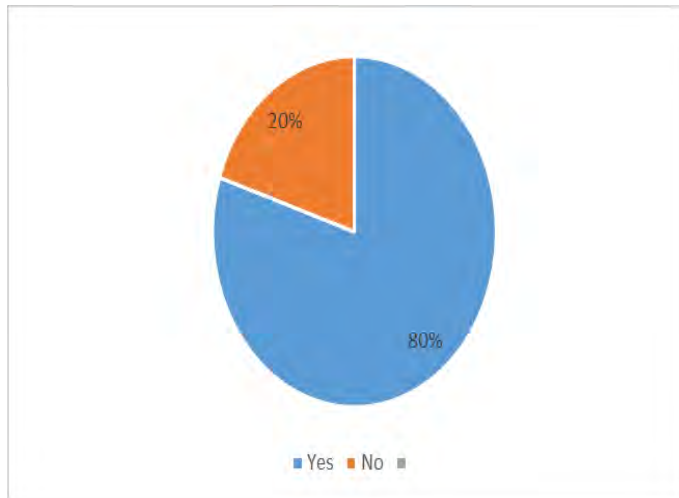


Interpretation of the findings

The data presented above is based on question 9 of the survey. The data indicates that ninety percent (90%) of the participants do not perceive isiZulu language as developed enough to

accurately reflect the content of what is being taught at the university, whereas ten percent (10%) think isiZulu as developed enough to reflect the content taught at the university.

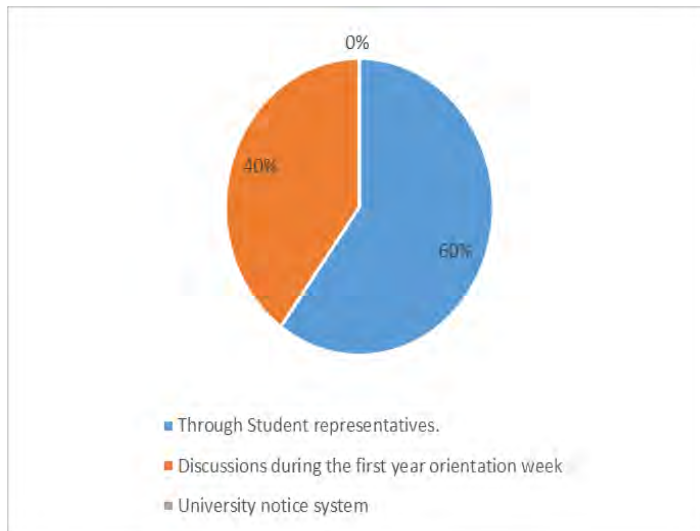
Question 7. Do you think the university needs more effort in including students in the implementation of the language policy?



Interpretation of the findings

The chart represented above respond to the question of the participants' overall perception if the university needs more effort in including students on the implementation of the language policy. In that respect, eighty percent (80%) indicated that the university needed more effort to include students in the implementation process of the language policy. On the other hand, twenty percent (20%) indicated that there is no need for them to be included.

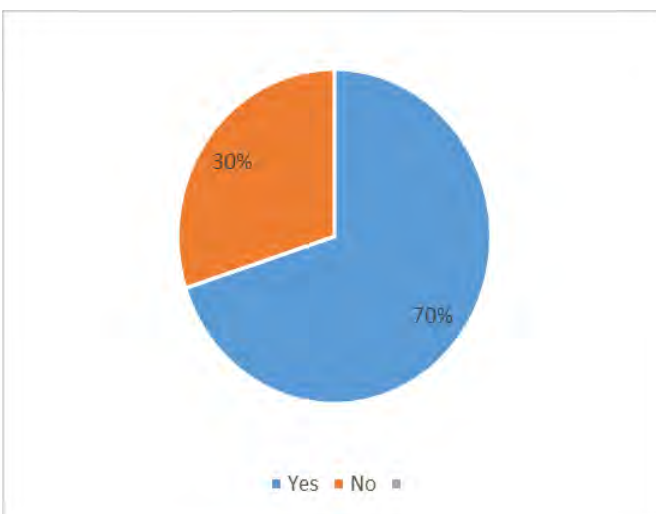
Question 8. Which one of the following mechanisms or channel do you think the university could best use in involving students regarding the implementation process of the language policy?



Interpretation of the findings

Furthermore, chart 8 presents the data in response to the question, which mechanism or channel do the students think the university should use during the implementation process of the language policy? In that regard, sixty percent (60%) of all participants indicated that this could be done through student representatives. On the other hand, forty percent (40%) indicated that this could be done through discussions during the first year orientation week.

Question 9. Do you think the language policy is playing a significant role in maintaining the academic performance of students?



Interpretation of the findings

The above presented data represent the participants' perceptions on whether they think the language policy is playing a significant role in maintaining the students' academic performance. In relation to chart 9, seventy percent (70%) of all participants felt that the language policy will have a significant impact in their studies. Thirty percent (30%), on the other hand, indicated that it will not have any significant impact on the students' performance.

4.1.2. Section Two

4.1.2.1. Analysis of the Interviews with the Policy Implementers (Qualitative data)

The data to be presented in this particular section is that of the views of the students (policy implementers) as per discussion contained in chapter 3 of this research study. Initially, a total of ten interviews were conducted. Participants were made to respond to a total number of nine structured interview questions. Data collected from these participants is mainly organized according to some of the themes or concepts developed in the theoretical framework, which broadly analyzed the policy implementation themes. The first question tried to find out if there are any challenges that students associated with English being the medium of instruction at the university while the second one examined the level of knowledge of first year students about the language policy.

Question 1:

Are there any challenges that you experienced with regards to English as the medium of instruction at the university? Explain.

Respondent 1. For students who are not English speakers, it becomes difficult for them sometimes to understand what is being taught in the lecture rooms because of the language barriers.

Respondent 2. Yes, English is not African people mother-tongue and the fact that education that we receive is too western most of the things we learn has nothing to do with our culture aspects.

Respondent 3. Yes in my group were are mixed races, and some of black students do not communicate easy with English.

Respondent 4. Not really, most of the students I have met know English very well.

Respondent 5. No, because I have been studying English from pre-school

Respondent 6. Yes, very big problem because where I am from everything were explained in my home language

Respondent 7. Yes, I am sure there are challenges but it is an important universal language, so it is crucial that everyone does it in spite of it challenges

Respondent 8. No, but there are challenges but it not such a big deal because I was expecting it, it is just a matter of adjusting from high school to university. Not that I do not know English it is just that it is not my mother tongue.

Respondent 9. No, English is a good language which is necessary nowadays to make a living, so being taught with it helps in a long run.

Respondent 10. Yes, sometimes there are English concepts they I do not understand in my class.

Interpretation of the findings

From the above responses it can be deduced that students have faced language challenges with regard to English as a medium of instruction at the university. However, on the other hand, some of the respondents highlighted that they have not experienced any challenges. They stated that they don't have a problem of English being the medium of instructions since it is the only language everyone can possibly understand.

2. What do you know about the University's Language Policy?

Respondent 1. It is a good idea to have one African language as medium of instruction at the university, but it would be even nicer to have another African languages as well to promote equal

chance of learning. Remember the university is not meant for Zulu speakers only but all South Africans.

Respondent 2. It ignores the broader population in making policies, most times they are telling us what to do and not listening to us.

Respondent 3. Is that we are required to learn isiZulu as part of our courses. All UKZN schools regardless of your own language or background.

Respondent 4. Students have to undertake isiZulu language which I think it is a good idea because if you go and study to other countries they force you to learn their language.

Respondent 5. It does not accommodate all South African languages

Respondent 6. I do not know much about the university language policy. The only thing I know is that Zulu is compulsory on first years

Respondent 7. I do not mind it. It is just different from my high school

Respondent 8. It says non-Zulu speakers' students are most likely to learn isiZulu and being able to communicate in isiZulu and probably will be provided with history and culture of KwaZulu Natal. I think this policy is not about language

Respondent 9. It is a policy that aimed at promoting multilingualism particularly Zulu because majority of learners come from disadvantaged rural or Zulu homestead and therefore have extreme difficulty in using English and this affect their performance, so the language policy addresses those concerns.

Respondent 10. Is that isiZulu is given equal privilege just like English in the university.

Interpretation of findings

From the above responses, it is clear that students are roughly aware of the Language Policy and its aims and objectives. It further seems that most students are not well informed about what the Language Policy entails, such as its rules and principles. Moreover, one of the respondents have no idea of the Language Policy at the University of Kwa-Zulu Natal.

3. Based on your above answer, do you regard isiZulu as sufficiently developed to qualify as the university's language of instruction, learning, and administration? Explain

Respondent 1. I think this language policy should assume learning not only for isiZulu but different African languages as well to cater for all South Africans as the university comprises of not only for Zulu speakers, but of other tribes as well.

Respondent 2. Very sufficiently, isiZulu is more relevant especially here in KZN because it involve the population and cater for cultural group of most dominating population, it will make easy for people from the rural areas too who wants to study at the university.

Respondent 3. No, because I have not seen any book in the library written in IsiZulu pertaining my own course.

Respondent 4. No, because this university is intercultural and have students who speak different languages. It is not easy develop because some students did not learn English from high school, so it cannot be a language of instruction in the university, it has to start from primary education.

Respondent 5. No, I do not, because I feel as though it is not administered in the manner from which high school level, why should it be now?

Respondent 6. Yes, given the fact that this is the University of KwaZulu Natal and majority of people here are the Zulus so I think isiZulu is in a level of being language of instruction.

Respondent 7. Yes, but I figure at that it is not easy to adopt to it since I did isiZulu as a third language while in in high school.

Respondent 8. Yes, isiZulu is one of Nguni languages, if you speak or learn isiZulu you are most likely to understand other languages such as Xhosa, Ndebele and Swati. Besides that isiZulu is one of the prominent languages in KwaZulu Natal province and you can even find it in Zimbabwe at Bulawayo, even Zulus history traces through Zimbabwe. History is one of the components of languages.

Respondent 9. No, because it is not regarded as an international language it is a KZN language.

Respondent 10. Yes, this is KZN province which is dominated by isiZulu speaking people. This policy is a brilliant idea for the university environment especially to students who are not good enough in English.

Interpretation of findings

From responses given above, it is apparent that a sizeable number of students disagree with the Language Policy. Most students think that isiZulu is not developed enough to qualify as the language of instructions, learning and administration at the university. Most students indicated that it was difficult and unnecessary for them to learn isiZulu, let alone to become the language of instruction at university. However, few students think that learning in isiZulu will be a haven to students who have difficulties communicating in English.

4. The policy is already passed; do you see yourself playing an important role in the policy implementation process? If yes how? And if no, why not?

Respondent 1. No, I was not asked about how I feel about the implementation of the policy. So, I do not see myself partaking in the policy because I feel the policy is unfair since it ignores the needs of other Black South Africans.

Respondent 2. I am not a South African but I did isiZulu so I do get a better understanding of the social environment and for cultural perspective and as an African I find indigenous languages alike.

Respondent 3. Yes, it will help students who do not find English easy on their studies, then I am willing to take part.

Respondent 4. Yes I am already taking part because this policy does affect me and I am undertaking isiZulu module.

Respondent 5. No, it does not affect me that much, I am just doing it now for the sake of getting my degree and I do not think it will help me in the future.

Respondent 6. Yes, by going to organizations that promotes and assists isiZulu as medium of instruction.

Respondent 7. To be honest I am not quite sure.

Respondent 8. Not really, or maybe it is because I am from KZN maybe it influences me because I am a Zulu speaking person.

Respondent 9. No, because I am used to learning in English and I believe that it is going to help me in the long run just in case I want to go in another country, isiZulu is my home language but it does not help me in anyway with regards to developing myself educationally and academically.

Respondent 10. Yes, because I understand that the language policy is basically aimed at helping students and promoting South African indigenous languages.

Interpretation of findings

The above responses highlight the perceptions of the respondents regarding their role in the implementation of the Language Policy. In that case, most students indicated that they do not see themselves participating in the implementation process of the Language Policy. Moreover, some of the responses revealed that students have different views about their role in the implementation of the Language Policy. Lastly, a considerable number of the respondents indicated that though they do not care about the Language Policy; they would not mind playing a part only to assist their fellow students.

5. Do you think the custodians (university) of the Language Policy have done enough to involve key stakeholders and students in the policy's distinct phases of implementation? Explain your answer.

Respondent 1. No, this idea has not been shared with students. It is not something that students agreed upon.

Respondent 2. No, because I have only heard about the policy from friend and now in this interview, otherwise I would not have known.

Respondent 3. No, I do not knowMm I do not know who is involved or not in this language policy.

Respondent 4. I am not sure about it, but I think it does not involve all of us.

Respondent 5. No, I do not think so because I do not remember us receiving any form of consent about this.

Respondent 6. Given the answer that I said earlier that I do not know much about language policy, so if would not say each of one of the other not given enough involvement.

Respondent 7. I am really not sure about it.

Respondent 8. No, I do not think this involved all students, I think I should be discussed with all first year students and hear what they say about it.

Respondent 9. I do not think so.

Respondent 10. Yes, I think they have because the SRC members know about this policy.

Interpretation of findings

From the responses given above, it is clear that students feel that they are not given the right to participate and enough opportunity to influence the process of the policy implementation. All the respondents seem to have no clue regarding the current stage of implementation process. Some students indicated that whatever the university wants them to do they have to do it; they have no choice or say in influencing the implementation process because they are not given equal opportunity to voice their views on the matter.

6. Do you think the adoption of Zulu, as the language of instruction, is likely to impact positively on your academic performance?

Respondent 1. Yes, but only for those who use isiZulu as their first language. I just don't see how this whole policy is going to benefit me as Zulu is not my mother-tongue.

Respondent 2. If students and administration will have a positive attitude toward the language not looking at it as primitive but see it as a privilege, yes, it will.

Respondent 3. Yes, those who speaks isiZulu of course they are going to benefit from this, but I not see how it going to help those who do not know isiZulu.

Respondent 4. Yes for those who like this policy and who will pass this module, yes it will

Respondent 5. No, I do not, I feel it is too late for students to be expected to grasp isiZulu now when it should have been started in high school.

Respondent 6. I am not sure about this but yes I think I would pass with extreme high marks understanding and being taught in my language will make things easy for me.

Respondent 7. Yes, since those students who find it hard to express themselves in English will be able to through isiZulu.

Respondent 8. Yes, maybe because I will understand more because it is my home language but it could be a different to non-Zulu speakers.

Respondent 9. No, isiZulu is not an easy language. Deep Zulu is hard so this might cause a confusion even in isiZulu speaking learners. The non-Zulu speakers will have a bigger problem in exams.

Respondent 10. Yes it will, especially to those who are smart and fast learner. To those who prefer it or have an understanding of isiZulu. This language policy will also help in fighting against language barriers faced by some students, so as a result this will improve their academic performance because they will have a better understanding during lectures.

Interpretation of findings

From the responses given by the participants above, it was indicated that students have a feeling of indifference. On one hand some respondents did not envisage the implementation of isiZulu as having any positive impacts on their academic performances. For example one responded averred that, “No, I do not, I feel it is too late for students to be expected to grasp isiZulu now when it should have been started in high school”. However, on the other hand, some of the respondents think that the adoption of isiZulu can impact positively on the academic performance of those students who are facing language barriers at the university.

7. The Language Policy, to itself, is dedicated to promoting multilingualism in the university. In your own opinion. Do you think the Language Policy would play a significant role in shaping the university environment?

Respondent 1. It will promote multilingualism and it will be a great opportunity for non-speaking learners to learn Zulu. However this will mean that Zulu is viewed as better compared to other African languages.

Respondent 2. Interaction between student and administration and for also people from outside South Africa and not everyone come from sophisticated or modernized family, so it will be easy for one to tell parent about on goings of university.

Respondent 3. It would shape the university image somehow it will create a good image, UKZN will be seen as a university which tries to cater for all students and all cultures.

Respondent 4. It will create a good environment, maybe in the future where isiZulu speaking students and lectures will be able to communicate easily with not minimal nor barriers of language.

Respondent 5. It is significant to helping those that went to explore the other tongues but it does not appeal to all.

Respondent 6. I think I would be a well better environment since there will be the language for the majority and minority catered for.

Respondent 7. I do not know if it is going to have a huge impact in terms of promoting multilingualism

Respondent 8. It would definitely have an impact and it will promote multilingualism and makes non-Zulu speakers to take part in other cultures and it will broaden their knowledge about South African diversity, identity and multiculturalism.

Respondent 9. The thing is people/students are exposed to other languages on campus because they only speak English in class and out of class, they speak their native languages. People love their home languages not specifically isiZulu.

Respondent 10. It acknowledges our diversity and improving one of South African indigenous languages.

Interpretation of findings

From the responses given, it can be easily deduced that the participants shared the same sentiments and stressed that they think the Language Policy would go a long way in shaping the university environment. One respondent said, “It will create a good environment, maybe in the future where isiZulu speaking students and lectures will be able to communicate easily with not minimal nor barriers of language”. As part of data analysis, however, it will be interesting to attempt to assess the extent to which such views they put in relate to the policy aims and objectives.

8. Would you say you feel motivated to put the Language Policy into practice?

Respondent 1. I’m disappointed in this policy because as a black South African, I would not want to see a policy in place that marginalizes some students like me while granting privilege to others. I am not motivated at all because this language policy creates inequalities among us black learners, not to mention whites.

Respondent 2. Yes, it will help in understanding also cultural perspective of people of KZN as well as their social environment, people will feel more relax expressing themselves and get help if they misunderstand something because they will be using a language they understand best.

Respondent 3. No, why now? This should have been done a long time ago, we are already divided, so we are just being used by the university to improve their reputation.

Respondent 4. If this policy is going to bring positive change to other students who are facing language problems, yes I feel motivated to participate and put it into practice.

Respondent 5. No I am not I am content with what I know already which is English and SiSwati.

Respondent 6. Yes absolutely

Respondent 7. No, I do not feel motivated, because I am not used to it, but I will get used to it.

Respondent 8. Yes, actually I am thrilled and happy that finally they are putting one of South African languages into practice in higher learning institution. South Africa has 11 languages and this will encourage other South African higher learning institutions to embrace our diversity and prioritize our languages. English is important but it is not our native language.

Respondent 9. Not at all.

Respondent 10. Yes I do, because it is beneficial for future generations to come, if it empowers the disempowered through multilingualism and if it does not disadvantage any other ethnic group in the process.

Interpretation of findings

The responses above indicated that there was a no single consensus if the language policy would motivate them. Therefore, one side of the spectrum averred that they feel motivated because the Language Policy will bring about positive changes to other students who are currently facing communication problems necessitated by their failure to speak in English. Nonetheless, other respondents accentuated that the adoption of the Language Policy would ascertain the marginalization and deprivation of certain minority languages at the university. This group of respondents stressed that they were expecting more South African languages to be included on the Language Policy, since the university enrolls different ethnic groups speaking different languages. Given that, they believe that the incorporation of all South African languages would create equality among students of different backgrounds.

4.2. Analysis and the discussion of the findings

This particular section seeks to interpret and provide an integrated discussion of both sets of findings (qualitative and quantitative). This section, in other words, demonstrates the extent to which all obtained data answers the questions, and hence, achieve the accompanying set of objectives. In addition, it aims to provide a comprehensive and robust analysis of the findings obtained from this research study. Drawing from the above presentation and the general analysis of the findings in the previous section, this study found that:

The implementation process of the Language Policy at the University of KwaZulu Natal was found to be lacking precise information on the nature of communication with the students who are affected by the policy. There appears to be a mere absence of understanding between the University policy and students (policy implementers). One could state that there is an insufficient of disseminating precise and tranquil information to students regarding the process, whole meaning and objectives of the Language Policy. In accordance with the Policy Implementation

Theory, the lack of providing enough opportunity to policy implementers is likely to hinder the success of the policy as a whole.

Students were discovered to be less informed about the stakeholders involved in the Language Policy implementation process. A reasonable number of students indicated that they do not know which department is responsible for the Language Policy to give them enough information on which module/s they need to take for their courses and also to voice their concerns regarding the policy. To make sense of the above, Hill (2009) speaks about the top-down approach that assumes that, decision makers give instruction to policy implementers to which direction they should follow. Moreover, Hill further postulated that the implication of this approach is that the policy implementers are neglected in the assessment process of the policy. To that end, the top down approach is likely to results in contradictory goals and directions of the policy since this process defies the feed-forward feedback practice in policy implementation. Said differently, during the implementation of this policy it appears that students are channeled by the custodians to implement the policy without due consideration of their views. As a consequence, this weakens students' ability to frame their perceptions.

Although it is clear that students are aware of the language policy going around and their optimism that the adoption of isiZulu is likely to impact positively on their academic performances, some students expressed that isiZulu is not developed enough to qualify as the language of instruction, learning and administration at the University of KwaZulu Natal. This they maintained, it was because students were only furnished with a mere incomplete orientation that was not sufficient to give them clear understanding of the language policy they were expected to implement. From this analysis, it is translucent that communication as a factor plays a fundamental role in policy implementation, as has been exhibited by the relationship between the custodians of the language policy and policy implementers is playing its role.

Makinde (2005), stressed that the Policy Implementation Theory is the stage of transformation and establishment of policies such as passage of a legislative act into action to people whom it affects. In relation to that, Howlett (2003), emphasizes that, as part of its exploration, the success or failure of any program depends on the communication and commitment of the actors

of the policy that are involved in the implementation process. It is in this light that this study learnt that the implementation of the policy was characterized by many communication hiccups and this was made possible by the lack of effective and meaningful communication between the students, key stakeholders and the custodian of the Language Policy, which resulted in the failure of the policy.

This current study has fulfilled some of its objectives. In its effort to explore students' perceptions and their role as potential implementers of the policy. It has shown that, students feel that the adoption of the isiZulu language is premature simply because isiZulu is not a language developed enough to be a medium of instruction at the university. In assessing the nature and forms of students' participation used by the university in the implementation process of the Language Policy. This current research revealed that the custodians of the policy did not use any forms and procedures to ensure the full participation of the students who were likely to be affected by the policy. In its bid to find the level of information students have regarding the Language Policy, the study discovered that students had minimal knowledge regarding the policy they were expected to implement.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.0. Conclusion

This chapter is a summation of the entire research study. This study has been an exploration of students' perceptions of the Language Policy at the University of Kwa-Zulu Natal. The main objective of this study was to explore the perceptions of first year students in the implementation process of the Language Policy in the CHTM program at UKZN. The study has looked at the background context mainly the effects of the language policy in learning institutions.

The study encompassed a constructive theoretical framework to overview the perception of first year students in the implementation of the Language Policy. In relation to the research problem, the main key concepts were theorized as discussed in previous section. Furthermore, this study provided a comprehensive definition of the Language Policy. It also incorporated an interdisciplinary explanation of the principles of Language Policy from across the world; this was aimed at producing a clear understanding for the reader.

The determinants of policy success and failures were analysed to determine the potential hindrances to policy implementation. The aforesaid was provided in the literature to guide the understanding of the policy gap of the language policy. The literature review ranged from international to local with an intention to show that the policy implementation phenomenon is a world concern and that the UKZN can learn from other countries in an attempt to achieve successful language policy implementation. It is important to note that this study did not intend to judge the university and identify their setbacks but instead; it tried to highlight vital ways for the improvement on the implementation process in the language policy of the university.

The findings gathered revealed that if anything, a considerable number of improvements are necessary and must be put in place if the Language Policy stakeholders are determined in their effort to achieve the desirable outcomes that are aligned with the language policy. This is indicated by the mere lack of understanding among students who are part of the implementation

process of the Language Policy as demonstrated above. In addition, directly answering the research question on the role the language policy plays in shaping the university environment, a mixed reaction was evidenced with students divided on the extent to which the Language Policy can affect the university environment. However most of them were optimistic and hold a more positive opinion than their counterparts. In other words, this group of students hold the belief that the Language Policy can be an antidote that assist students currently facing language barriers at the university and those who are aspiring to enrol at the university to further their studies.

At a research question level, this study sought also to find answers as to whether the implementation of the university's language policy is responsive to the needs of the first year students. In that regard, students were found to be largely dissatisfied, particularly, with the nature of the opportunity to influence the implementation process of the policy. They also admitted that they do not feel motivated taking part in the implementation of the policy. In other words, practical actions of the policy implementers were found not to be adequately responsive to contexts specific to respective sections of the university environment.

According to King (1998) participation is important to people affected by the policy because it gives them an opportunity or ability to influence the policy. In this case the language policy seemed to be lacking in giving the students the opportunity to influence the implementation process through the involvement and engagement with the problems they might be facing pertaining to language policy.

5.1. Recommendations

The researcher hoped that the following recommendations may help to improve the implementation process of the Language Policy at the University of Kwa-Zulu Natal. The following recommendations were drawn from the findings of the study.

First and foremost, there must be strategies and plans that will create a more transparent and conducive environment for joint learning between students and the custodians of the Language Policy. This is in line with the Policy Implementation Theory and it helps in overcoming and

preventing any barriers that might relate to lack of participation standing in the way of successful policy implementation.

The university must provide a basic isiZulu dictionary with simplified isiZulu terminology that will help non-isiZulu speaking students to familiarise themselves with isiZulu. In that case, plans must be in place that will make it easier for non-isiZulu speaking students to learn most common and most basic isiZulu words. This will also assist students to communicate efficiently with their lecturers during their learning experiences. In addition, this will also be a further stepping stone to work in line with the policy goals to make the isiZulu language as a transparency resource to make courses accessible to students (UKZN, 2006).

There must be put in place effective communication conduits that will ensure meaningful dissemination of information to students with regards to the progress of the implementation of the policy. This will help in keeping students abreast of what is going on in all stages of the implementation process. In addition this would also undoubtedly give them a prospect to underwrite their responses and concerns.

Based on the responses from the respondents, it is with no doubt that providing precise information to all first year students before undertaking isiZulu would provide a good general understanding to policy implementers. While still putting focus on the provision of information, there must be a programme in place to ensure that students understand the goals and objectives of the policy they are entitled to engage. Asked if they know anything about the language policy, they gave different views and some did not even know as to why they have to do the isiZulu module.

The university needs to give more considerations of policy implementation process. In this regard, I recommend that the university includes students' perceptions. Furthermore, from the surveys and interviews conducted, it is clear that first year students are not fully informed about the language policy. The university needs to come up with measures to introduce the general aims and principles of the language policy to students before they undertake isiZulu modules.

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Index of appendices

Appendix 1



INFORMED LETTER OF CONSENT

Dear Participant

My name is S'phelele Khali (209532176). I am the student at UKZN (Howard College Campus), presently studying for Master's Degree in Social Sciences (Public Policy). As part of my studies I am required to undertake a research project. The purpose of the study is to explore the students' perceptions on the implementation of the language policy in the Cultural and Heritage Tourism programme in the University of KwaZulu Natal at Howard College Campus.

Based on the details outlined above, you (potential participant) are kindly urged to pledge your participation by way of completing a list of close-ended questions and interviews respectively. For your participation in the study, I (the researcher) wish to assure you that the information you provide will not be used for any other purpose except that which entails researching. Further, you are neither expected to disclose your name nor surname for purposes of remaining anonymous. Kindly be informed as well that there are no monetary or any direct benefits to be expected in return for participating in the study.

Hence, your participation remains voluntary and may be withdrawn at any stage should you (the participant) deem it necessary and inevitable.

You honest participation in the study will be highly appreciated as the study being undertaken seek to establish itself as part of reliable sources of information in the subject area under research.

Thank you for your time and assistance. Your information is greatly appreciated.

Yours Faithfully

Sphelele Khali

Supervisor

Sagie Narsiah (0312602470)

DECLARATION

I..... (Full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire. I understand the intention of the research. I hereby agree to participate.

I consent / do not consent to have this interview recorded (if applicable)

SIGNATURE OF PARTICIPANT

DATE

.....

.....

Appendix 2

Survey Questions

Research Title: An Exploration of Students' Perception on the Implementation of the Language Policy. Case Study of the Cultural and Heritage Tourism Programme, at the University of KwaZulu Natal, Howard College Campus.

Kindly tick, for all questions

1. Gender

a) Male	b) Female
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2. How old are you?

a) 18-25	
b) 25-35	
c) 35 & above	

3. Race : African ☐ Coloured ☐ Asian ☐ Indian ☐ White ☐

4. Have you heard of the new language policy?

YES ☐ NO ☐

5. Have you experienced any barriers in relation to English being the medium of instruction at the University?

YES ☐ NO ☐

6. Would you say the Zulu language is developed enough to accurately reflect the content of what is being taught at a university level?

YES ☐ NO ☐

7. Do you think the university needs more effort including students on the implementation of the language policy?

YES ☐ NO ☐

8. Which one of the following mechanisms or channels do you think the university could best use in involving students regarding the implementation process of the language policy?

a) Through Student representatives.	
b) Discussions during the first year orientation week	
c) University notice system	
d) Other	

9. Do you think the language policy is playing a significant role in maintaining the academic performance of students?

YES ☐ NO ☐ I am Not Sure ☐

Appendix 3

Interview questions

1. Are there any challenges that you can associate with English being the medium of instruction at the university? Explain.
2. What do you know about the University's Language Policy?
3. Based on your above answer, do you regard isiZulu as sufficiently developed to qualify as the university's language of instruction, learning, and administration? Explain.
4. The policy is already passed; do you see yourself playing an important role in the policy implementation process? If yes how? And if no, why not?
5. Do you think the custodians (university) of the language policy have done enough to involved key stakeholders and students in policy's distinct phases of implementation? Explain your answer.
6. Do you think the adoption of Zulu, as the language of instruction, is likely to impact positively on your academic performance?
7. The Language Policy, to itself, is dedicated to promoting multilingualism in the university. In your own opinion, do you think the Language Policy would play a significant role in shaping the university environment?
8. Would you say you feel motivated to put the language policy into practice?