THE INCREMENTAL INTRODUCTION OF AFRICAN LANGUAGES IN SOUTH AFRICAN SCHOOLS

Draft Policy
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**DEFINITIONS**

“**additional language**” – means a language learned in addition to one’s home language; in South Africa it may be used for certain communicative functions in a society, that is, medium of learning and teaching in education;

“**additive multilingualism**” – means when a person learns a language (or languages) in addition to his or her Home Language. This language does not replace the home language but is learned alongside it. In an additive multilingual programme, the home language is strengthened and affirmed while any further language learned is seen as adding value (e.g. all Additional Languages, including the Language of Learning and Teaching, are taught alongside the Home Language but do not replace it);

“**African languages**” - means a term used as a geographic rather than linguistic classification of languages spoken on the African continent;

“**assessment**” – means a continuous structured process of gathering information on learner competence in many different ways;

“**Curriculum and Assessment Policy Statement Grades R – 12 (January 2012)**” – means the policy documents stipulating the aim, scope, content and assessment for each subject listed in the *National Curriculum Statement Grades R-12*;

“**First Additional Language**” – means a language learned in addition to one’s home language that can be used for the basic intercultural and interpersonal communication skills needed in social situations and the cognitive academic skills essential for learning across the curriculum;

“**First Additional Language level**” - means the language proficiency level that reflects the basic intercultural and interpersonal communication skills needed in social situations and the cognitive academic skills essential for learning across the curriculum;

**FET** – Further Education and Training – means a term covering Grades 10-12;

**GET** – General Education and Training – means a term covering Grades R-9;

“**Home Language**” – means the language first acquired by children through immersion at home; the language in which an individual thinks;
“language level” – means the proficiency levels at which all official and non-official languages are offered at school, i.e. Home Language, First Additional Language and Second Additional Language levels;

“Language of Learning and Teaching (LoLT)” – means the language chosen by a school’s governing body in consultation with parents. It is the language teachers use to instruct and assess;

“NPPPR” – means the National policy pertaining to the programme and promotion requirements of the National Curriculum Statement Grades R-12;

“Second additional language” – means a language learned in addition to one’s home language, primarily for interpersonal and social purposes; it is intended to further multilingualism.
1. Introduction

The Incremental Introduction of African Languages (IIAL) policy aims to promote and strengthen the use of African languages by all learners in the school system. It aims to strengthen the development and increase the utility of African languages by introducing learners incrementally to learning an African language from Grade R to 12 to ensure that all non-African home language speakers speak an African Language. It also aims to strengthen the use of African languages at Home Language level, and so increase the use of those languages for academic purposes. In so doing, it will improve proficiency in and utility of the previously marginalized African languages (at First Additional Language level) and raise the confidence of parents to choose their own languages as languages for learning and teaching. The policy also aims to increase access to languages by all learners beyond English and Afrikaans and promote social cohesion by expanding opportunities for the development of African languages as a significant way of preserving heritage and cultures.

The IIAL policy will be implemented incrementally commencing in Grades R and 1 in 2015 and will continue until 2026 when it will be implemented in Grade 12.

2. Background

Language and communication are without doubt two of the most important factors in the learning process. The *Global Monitoring Report on Education for All* in 2005 (UNESCO 2004) underlined the fact that, worldwide, the choice of the language of instruction and language policy in schools is critical for effective learning. In a landmark study on the quality of education in Africa, carried out by the *Association for the Development of Education in Africa* (ADEA 2004), the language factor emerged strongly as one of the most important determinants of quality.

In the South African context up until 2012, the language model adopted provided for learners to begin with their home language as the language of learning and teaching (LoLT) for three years and then learners are moved to the second language (English) as the LoLT. The time span of three years is insufficient to acquire the linguistic requirements in oral and written language needed for an academic education. The switch of language instruction in year four takes place precisely when the curriculum moves from reading simple stories to complex academic texts. The switch is premature because at this stage the learners have insufficient language competencies in the second language to adopt it as LoLT. They have not acquired and consolidated the instrumental knowledge in the first language to use it to acquire the second.
Studies have linked the poor achievement of learning outcomes in the early grades (Grades 1-5) to the issue of poor language competencies. In the Progress in International Reading Literacy Study PIRLS (2011) the Grade 4 learners who were tested in English and Afrikaans on an easier assessment compared to their counterparts internationally did relatively well; however those tested in an African language achieved very low outcomes despite most writing in their home language - learners tested in Sepedi and Tshivenda were especially low, representing the poorest performing African language groups. In addition, nearly half the children did not speak the language of the test before school, resulting in a significant difference in achievement.

The most recent study of the National Education Evaluation and Development Unit (NEEDU: 2012) provides ample evidence for the mismatch between LOLT and home language which renders visible the fact that a large number of learners are schooled in a language that is different to the one that they speak at home. At many schools, the learner population is widely divergent in home background and home language. Under these circumstances, whichever language is chosen as the LOLT, the majority will receive instruction in a language which is not their own. The analysis of the ANA results have indicated that even in those schools where a learner is not being taught in his home language, that learner is able to access learning using his home language. This means that in the early grades, despite being exposed to a ‘foreign’ language as a home language or language of learning and teaching, learners measurably rely on their own language (proficiency) to answer their assessments. The implication of this is that even though the parent has opted to put his child in a school where there is no or little indigenous language taught, the child mediates his thinking and reasoning in his home language. A Gauteng provincial official is quoted as describing the language issue as “a big problem that affects our Annual National Assessment (ANA) results.”

Many of the recommendations in the recent research reports either implicitly or explicitly speak to the strengthening of African language teaching to improve learning outcomes. The NEEDU report applauds the incremental introduction of an African language: “The planned introduction of an African language, other than Afrikaans, for all learners is a positive policy in the interests of nation building.”

In summary it must be noted that:

- Poor learning outcomes in South Africa are to a great extent a result of poor language proficiency and utility;
The results of ANA, PIRLS, TIMSS, SAQMEC and the NSC have confirmed this on various occasions;

Very little or nothing has been done up till now by institutions, broader civil society or the education sector to address this perennial problem.

Africa’s multilingualism and cultural diversity is an asset that must be put to use. UNESCO’s *Why and how Africa should invest in African languages and multilingual education* states that “Multilingualism is normality in Africa. In fact multilingualism is the norm everywhere.” However it warns that colonial monolingualism should not be replaced by African monolingualism, arguing that time spent learning African languages is not time lost learning other languages and does not delay access to science, technology and other global and universal knowledge.¹

Multilingualism is an important tool for social cohesion, and for individual and social development. Community life takes place mainly in African languages. Learners proficient in African languages are thus able to participate and take leading roles in local institutions and organizations. They can set up businesses, manage local associations and community based groups and can participate in local political institutions. Many highly qualified university students do not find a job in the formal economy sector. However the linguistic skills and knowledge acquired in this formal education system is often not compatible with the linguistic skills and competencies needed in other, less formal contexts, especially in the informal sector.

A multilingual education system is part of a broader social vision which aims to build an efficient economic system to ensure the competitiveness of African countries, to link all societal levels, and to facilitate communication, knowledge, power-and wealth-sharing and democratic and participatory governance.² Currently the communication gaps between speakers of the different official languages remains wide which amplify the social divide.

A two-pronged approach to strengthen the teaching of African languages through their use as the LoLT beyond the Foundation Phase, while at the same time making the offering of at least one African language by all learners from Grade R will go a long way to redressing these challenges.

¹ UNESCO 2010. Why and how Africa should invest in African languages and multilingual education
² UNESCO 2010. Why and how Africa should invest in African languages and multilingual education
3. Aims of the Policy

The main aims of the Policy are to:

- improve proficiency in and utility of African languages at Home Language level, so that learners are able to use their home language proficiently for academic purposes as the language of learning and teaching;
- increase access to languages by all learners, beyond English and Afrikaans, by requiring all non-African Home Language speakers to learn an African language; and
- promote social cohesion and economic empowerment and expand opportunities for the development of African languages as a significant way of preserving heritage and cultures.

4. Legislative Context

In this section the language provisions in the South African Constitution, the goals articulated by the Language Plan Task Group (LANGTAG), the provisions of the National Education Policy Act (1996) (NEPA), the South African Schools Act (1996) (SASA), the Language in Education Policy (LIEP) (1997) and the Curriculum and Assessment Policy Statement (CAPS) (Grades R-9)(2010) are discussed as enabling frameworks for the implementation of linguistic human rights in a South African context.

The post-apartheid South African Constitution (Act 108 of 1996)\(^3\) which is the supreme law of the country embraces language as a basic human right and multilingualism as a national resource – moving away from its “language-as-a-problem” orientation (Chick cited in Hornberger, 1998). In doing so, the Constitution has elevated the nine major African languages spoken in South Africa (isiNdebele, isiXhosa, isiZulu, Sepedi, Sesotho, Setswana, SiSwati, Tshivenda and Xitsonga) to an official status alongside English and Afrikaans (Section 6).

The Constitution makes provision for the promotion of multilingualism by stating that all official languages must enjoy parity of esteem and be treated equitably (clause 6.4) and that everyone has the right to receive education in the official language or languages of their choice in public educational institutions where education in that language is reasonably practicable (clause 29(2)). The Constitution is based on the Bill of Rights, which lays the foundation for the development of democratic values and, as such, forms

the basis for the language legislation and a policy framework to be derived (Braam, 2004: 8).

Section 9 of the Bill of Rights, contained in Chapter Two of the Constitution, promotes the equality of all South African citizens. Neither the state nor any individual may “unfairly discriminate directly or indirectly” against anyone on the basis of “race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, conscience, belief, culture, language and birth”. Section 29(2) states that “Everyone has the right to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable”. Section 30 states that everyone has the right to use the language and to participate in the cultural life of their choice, provided that they do not violate the rights of others. Section 31 recognises and advocates “Persons belonging to a cultural, religious or linguistic community may not be denied the right, with other members of that community – (a) to enjoy their culture, practise their religion and use their language.” Section 32 gives everyone the right to access information held by the state in the official language of choice (cited in Hornberger, 1998: 443-444).

The official language policy, which is entrenched in the Constitution, clearly recognises and elevates the eleven designated languages in South Africa regarding their educational use and their use within home and public environments.

Designating a language “official” or declaring it a “language of record” gives it the kind of status that makes it more desirable as a subject and medium of instruction than another language not so designated (NEPI, 1992b: 34).

After the successful election of a democratic government, the Language Task Group (LANGTAG) was established in 1995 to advise government on a National Language Plan for South Africa. In essence, the plan had to counter the social engineering of the apartheid and colonial language policies and address the growing tendency towards unilingualism in a multilingual South Africa and a lack of tolerance toward language diversity. The National Language Plan was to ensure that (DACST, 1996: 7):

- All South Africans have access to all spheres of South African society by developing and maintaining a level of spoken and written language which is appropriate for a range of contexts in the official language(s) of their choice;
- All South Africans have access to the learning of languages other than their mother-tongue;
- The African Languages, which have been disadvantaged by the linguist policies of the past, be developed and maintained; and

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4 The medium of instruction (MoI) is currently referred to as the language of learning and teaching (LoLT).
• Equitable and widespread language services be established.

The above stated goals were to inform the Language-in-Education Policy and other education policies.

The **National Education Policy Act** (Act 27 of 1996a)\(^5\) authorises the national Minister of Education to determine national education policy in accordance with certain principles and in consultation with bodies established especially for the purpose of consultation. Two of the directive principles as related to language are:

- **The right of every learner to be instructed in the language of his or her choice where this is reasonably practicable (clause 4 (v))**
- **The right of every person to use the language and participate in the cultural life of his or her choice within an education institution (clause 4 (viii)).**

The **South African Schools Act** (Act 84 of 1996b)\(^6\) states that the governing body of a school should determine the language policy of a school and programmes for the redress of previously disadvantaged languages subject to the National Education Policy Act, the Constitution and any applicable provincial law. No form of racial discrimination may be practised in implementing the determined policy. The policy marks a deliberate shift away from apartheid-era prescriptions regarding languages of learning and teaching, and languages as subjects. For the first time African languages may be used as the LoLT and the right to choose the language of teaching and learning rests with the parent. English and Afrikaans in the context of the language policy, therefore, no longer have the most favoured status. It is clearly the intention of the policy to promote education that uses learners’ home languages for learning, while at the same time providing access to other languages taught as subjects.

The **Language-in-Education Policy** (LiEP) for schools, the first post-apartheid language policy for public schools, was adopted in 1997 in terms of Section 3(4)(m) of the National Education Policy Act (Act 27 of 1996a) which authorises the national Minister of Education to determine language in education and in terms of section 6(1) of the South African Schools Act (Act 84 of 1996b) which authorises the national Minister of Education to determine norms and standards for language policy in public schools. The

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\(^6\) The South African Schools Act (Act 84 of 1996) (SASA) in Policy Handbook for Educators (Education Labour Relations Council, 2003). Edited by Chris Brunton and Associates. SASA aims to redress past injustices in educational provision and provide an education of progressively high quality for all learners. SASA thus lays a strong foundation for the development of all our people’s talents and capabilities, advances the democratic transformation of society, combats racism and sexism and all other forms of unfair discrimination and intolerance, contributes to the eradication of poverty and the economic well-being of society, protects and advances our diverse cultures and languages, upholds the rights of all learners, parents and educators and promotes their responsibility for the organisation, governance and funding of schools throughout the Republic of South Africa.
Language-in-Education Policy (DoE, 1997a) “should be seen as part of an ongoing process by which policy for education is being developed as part of a national plan” (DoE, 1997a: 1). One of its aims is to pursue a language policy supportive of conceptual growth amongst learners by establishing “additive multilingualism as an approach to language in education” (DoE, 1997a: 2). In brief, the LiEP endorses multilingualism, the building of a non-racial nation, an additive approach to language in education, and gives individuals the right to choose the language of learning and teaching (LoLT), formerly medium of instruction, at their school if it is practicable for the school to accommodate the choice of LoLT. The policy aims to promote the use of learners’ home language and at the same time to provide access to other languages.

The *Curriculum and Assessment Policy Statement* (DBE, 2010) follows an additive approach to the promotion of multilingualism and states explicitly that learners’ home language should be used for learning and teaching wherever possible.

The foregoing presents a well-intentioned legal basis to promote the linguistic rights of all South Africans.

5. **Current Position**

The present *Language in Education Policy* provides for languages to be offered as (1) language(s) of learning and teaching, and (2) subject(s). The powers of determining a school language policy are vested with the School Governing Body subject to the provisions of the Constitution, the South African Schools Act and any applicable provincial law.

5.1 **The Language of Learning and Teaching (LoLT)**

Language(s) of learning and teaching can be selected from any of the 11 official languages, including South African Sign language. Presently, African languages are mostly used as LoLT in the Fountain Phase where learners learn critical literacies such as reading, writing and counting. Thereafter they are relegated to be learned as a subject, at either a Home Language or First Additional Level. English and Afrikaans are the only two languages that are used as LoLT beyond the Foundation Phase. The premature change to learning through an additional language at Grade 4 takes place before learners can fully master the skills of reading, writing and counting. This has huge negative implications for their future academic performance.

5.2 **Languages as subject**
The National Curriculum Statement (NCS) makes provision for the offering of languages at three levels, i.e. Home Language (HL), First Additional Language (FAL) and Second Additional Language (SAL). Only official languages can be offered at HL and FAL levels. Foreign languages can be offered at SAL level.

5.2.1 Home Language level (HL)

Offering a language at a home language level assumes that the learners come to school able to speak and understand that language. These basic competences are developed further and include a focus on various types of literacies (reading, writing, visual and critical literacies). The NCS provides for learners to offer at least one language at Home Language level. Only official languages can be selected at Home Language level.

5.2.2 First Additional Language level (FAL)

The first additional language assumes that learners do not necessarily have any knowledge of the language when they arrive at school. The learners’ basic competences of understanding and speaking are developed, and it builds on the literacies acquired by the learners in their home language.

The system is already implementing Indigenous African languages at a First Additional Language level. The system makes available the resources (albeit disparate across the various languages) and teachers to offer FAL. However, there is evidence from ANA, national examinations in Grades 12, and school surveys to indicate that the minority Indigenous African languages have few, if any, language takers at the levels of Grade 4 to 12, often making offering these languages not viable. Development of materials in these languages is therefore not cost-effective for publishers in comparison to the number of learners taking these languages.

Through the NCS learners are expected to offer two languages, one of which can be at First Additional Language level. Only official languages can be selected for this level and learners can offer two languages at the FAL level.

The NCS compels all learners from Grade 1 onwards to offer English. The majority of learners are introduced to English as a subject at FAL level in Grade 1. This is to ensure the smooth transition to English as LoLT in other phases. It is for this reason that a language can be offered at FAL level for academic purposes. But the reality is that only English and Afrikaans are used or offered at a FAL level for learning and teaching. African languages are not offered at a FAL level for learning and teaching.
6. **Key Elements of the Policy**

(1) **Policy Objectives**

(a) **Extension of the use of an African Language as LoLT beyond the Foundation Phase**

For more effective and efficient teaching and learning, the IIAL Policy allows for learners to use their Home Language as LoLT for a minimum of six years (until the end of Grade 6). This may be extended until the end of Grade 12.

To support the use of the Home Language as the LoLT more time should be allocated to the language of learning and teaching from Grades 7-12. This effectively means that if the language of learning and teaching is Home Language there would not be a swopping of the allocated time. However if the LoLT remains the FAL, the time that is allocated to the HL (subject) should be shifted to the language that the school has chosen to use for learning and teaching. In this instance, the HL and a third FAL will be allocated an equal time.

(b) **The teaching of three languages from Grades R to 12**

All learners will do an African language at least at a FAL level. Apart from the compulsory English, all learners will be required to offer **two more** official languages to promote multilingualism. All learners, including African language speakers, will be required to offer an African language other than their own to promote multilingualism. Effectively all learners will therefore offer **three languages**. This will allow African language learners to offer their language or a language that they are more familiar with at a FAL level, thereby eliminating mismatches of doing only English and Afrikaans. This necessitates an increase in instructional time. The time allocation for each Language may be adjusted to meet the language needs of the learners provided that the overall time allocated to Languages is not affected.

(c) **Choice to offer two languages at a Home Language level**

Where feasible, learners may offer two languages at a Home Language level. This is particularly for schools that adopt English as a language of learning and teaching at Home Language level, although most learners are not home language speakers of the LoLT. These learners will be afforded an opportunity to offer their (African) language(s) as well as English (as LoLT) at a Home Language level.
(2) Statements of Policy in terms of:

(a) Increasing the time allocations for language teaching to accommodate the incremental introduction of African languages from Grades R to 12

The National Curriculum Statement Grades R-12 (CAPS: 2012) makes provision for instructional time per week for all the subjects. Languages as a subject is allocated instructional time for the Home Language and for the First Additional Language. The Incremental Introduction of African Languages will however expose all learners to learn an African language from Grade R onwards. Effectively, learners will learn three languages instead of two, in order to promote multilingualism as enshrined in the Constitution.

The current time allocation cannot accommodate the teaching of a third language. Reducing the amount of time for the teaching of other subjects especially Mathematics in Grades R to 12 and Natural Sciences from Grade 4 upwards would impact negatively on the gains South Africa has made in improving its Maths and Science results. Consequently, the school day will need to be extended to allow for an increase in instructional time. Research from a variety of countries has shown that the amount of time available for teaching and learning academic subjects, and how well that time is used by learners and teachers, is consistently related to how much children learn while they are in school. In general, when teachers devote more time to instruction, learners learn more. In India and Thailand children learned more science when the amount of time spent on instruction and reading increased. In Nigeria an increase in the amount of instructional time alone increased the amount of mathematics learned. Increasing instructional time will therefore result in an increase in the level of multilingualism and improved learner outcomes.

**Foundation Phase**

The instructional time for Grades R, 1 and 2 is currently 23 hours and for Grade 3 is 25 hours. Languages (as a subject) is allocated ten hours and eleven hours respectively for Grades R-2 and Grade 3. The ten hours in Grade R is allocated to the Home Language only. Learners in Grade R are currently not expected to offer more than one language. However, the Incremental Introduction of African Languages (IIAL) will now mean that all learners will offer three languages from Grade R-12.

The compulsory learning of three languages in the Foundation Phase means that the instructional time for Grades R, 1 and 2 will need to be extended by two hours per week.
(24 minutes per day). Grade 3 will need to be extended by three hours per week (36 minutes per day).

The revised time allocation for Languages is as follows:

- **Grade R** – twelve (12) hours per week. Ten hours for the Home Language and one (1) hour for each First Additional Language
- **Grades 1-2** – twelve (12) hours per week. A maximum of 8 hours and a minimum of 7 hours are allocated for Home Language and a minimum of 2 hours and a maximum of 3 hours for the two First Additional Languages.
- **Grade 3** – fourteen (14) hours per week. A maximum of 8 hours and a minimum of 7 hours are allocated for Home Language and a minimum of 3 hours and a maximum of 4 hours for the two First Additional Languages.

The learning of the two First Additional Languages in Grade R will be communicative and informal. Learners will begin to learn them formally from Grade 1 onwards.

### Table 1

<table>
<thead>
<tr>
<th>Subject</th>
<th>Grade R</th>
<th>Grades 1-2</th>
<th>Grade 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Language</td>
<td>10</td>
<td>8/7</td>
<td>8/7</td>
</tr>
<tr>
<td>First Additional Language – 1&lt;sup&gt;st&lt;/sup&gt;</td>
<td>1</td>
<td>2/3</td>
<td>3/4</td>
</tr>
<tr>
<td>First Additional Language – 2&lt;sup&gt;nd&lt;/sup&gt;</td>
<td>1</td>
<td>2/3</td>
<td>3/4</td>
</tr>
<tr>
<td><strong>Total for Language</strong></td>
<td>12</td>
<td>12</td>
<td>14</td>
</tr>
<tr>
<td>Mathematics</td>
<td>7</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Life Skills</td>
<td>6</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td><strong>Total – current allocation</strong></td>
<td>23</td>
<td>23</td>
<td>25</td>
</tr>
<tr>
<td><strong>Total – when the 2&lt;sup&gt;nd&lt;/sup&gt; FAL is allocated the equal number of hours allocated to the other FAL</strong></td>
<td>25</td>
<td>25</td>
<td>28</td>
</tr>
</tbody>
</table>

An extension of two hours per week – 24 minutes per day  
An extension of two hours per week – 24 minutes per day  
An extension of three hours per week – 36 minutes per day
**Intermediate and Senior Phases**

The instructional time for Grades 4-12 is currently 27.5 hours per week. The Incremental Introduction of African Languages will enable all learners to offer three languages in these phases. The instructional time will be extended from 27.5 to 32.5 hours per week, an extension by 1 hour per day.

**Intermediate Phase**

The instructional time for each of the two First Additional Languages will be 5 hours.

**Table 2**

<table>
<thead>
<tr>
<th>Subject</th>
<th>Time allocation per week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Language</td>
<td>6</td>
</tr>
<tr>
<td>First Additional Language – 1st</td>
<td>5</td>
</tr>
<tr>
<td>First Additional Language – 2nd</td>
<td>5</td>
</tr>
<tr>
<td>Total Language Allocation</td>
<td>16</td>
</tr>
<tr>
<td>Mathematics</td>
<td>6</td>
</tr>
<tr>
<td>Natural Sciences and Technology</td>
<td>3.5</td>
</tr>
<tr>
<td>Social Sciences</td>
<td>3</td>
</tr>
<tr>
<td>Life Skills</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total – current allocation</strong></td>
<td><strong>27.5</strong></td>
</tr>
<tr>
<td><strong>Total – when the 2nd FAL is allocated the equal number of hours to the other FAL</strong></td>
<td><strong>32.5</strong></td>
</tr>
</tbody>
</table>
Senior Phase

The instructional time for each of the two First Additional Languages will be 4 hours. The allocation of 4 hours for an extra compulsory language brings the total number of contact hours to 31.5, which is an hour short compared to the Intermediate Phase. An hour has been added to Home Language, to arrive at an overall contact time of 32.5 hours per week.

Table 3

<table>
<thead>
<tr>
<th>Subject</th>
<th>Time allocation per week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Language</td>
<td>6</td>
</tr>
<tr>
<td>First Additional Language</td>
<td>4</td>
</tr>
<tr>
<td>First Additional Language</td>
<td>4</td>
</tr>
<tr>
<td>Total Allocation for Language</td>
<td>13</td>
</tr>
<tr>
<td>Mathematics</td>
<td>4.5</td>
</tr>
<tr>
<td>Natural Sciences</td>
<td>3</td>
</tr>
<tr>
<td>Social Sciences</td>
<td>3</td>
</tr>
<tr>
<td>Technology</td>
<td>2</td>
</tr>
<tr>
<td>Economic Management Sciences</td>
<td>2</td>
</tr>
<tr>
<td>Life Orientation</td>
<td>2</td>
</tr>
<tr>
<td>Creative Arts</td>
<td>2</td>
</tr>
<tr>
<td>Total – current allocation</td>
<td>27.5</td>
</tr>
<tr>
<td>Total – when the 2nd FAL is allocated the equal number of hours allocated to the other FAL</td>
<td>31.5</td>
</tr>
<tr>
<td>Total – when 1 hour is added to Home Language to ensure that overall time allocation for the Senior Phase is not lower than the Intermediate Phase.</td>
<td>32.5</td>
</tr>
</tbody>
</table>
Grades 10-12

The allocation of 4.5 hours for an extra compulsory language brings the total number of contact hours to 32, which is 30 minutes short compared to the other phases. 30 minutes has been added to Home Language, to arrive at an overall contact time of 32.5 hours per week.

Table 4

<table>
<thead>
<tr>
<th>Subject</th>
<th>Time allocation per week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Language</td>
<td>5</td>
</tr>
<tr>
<td>First Additional Language</td>
<td>4.5</td>
</tr>
<tr>
<td>First Additional Language</td>
<td>4.5</td>
</tr>
<tr>
<td>Total Language Allocation</td>
<td>14</td>
</tr>
<tr>
<td>Mathematics</td>
<td>4.5</td>
</tr>
<tr>
<td>Life Orientation</td>
<td>2</td>
</tr>
<tr>
<td>A minimum of any three content subjects selected from Group B Annexure B, Tables B1–B8 of the policy document, National policy pertaining to the programme and promotion requirements of the National Curriculum Statement Grades R-12, subject to the provisos stipulated in paragraph 28 of the said policy document.</td>
<td>12 (3x4h)</td>
</tr>
<tr>
<td>Total – current allocation</td>
<td>27.5</td>
</tr>
<tr>
<td>Total – when the 2\textsuperscript{nd} FAL is allocated the equal number of hours allocated to the other FAL.</td>
<td>32</td>
</tr>
<tr>
<td>Total – when 30 minutes are added to Home Language to ensure that time allocation for Grades 10-12 is not lower than the Senior Phase and the Intermediate Phase.</td>
<td>32.5</td>
</tr>
</tbody>
</table>
(b) The teaching of three languages from Grades R to 12

All learners will offer at least three languages:

<table>
<thead>
<tr>
<th>Language selection guide</th>
</tr>
</thead>
<tbody>
<tr>
<td>Xitsonga</td>
</tr>
<tr>
<td>*Nguni languages</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>*Sotho languages</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Tshivenda</td>
</tr>
<tr>
<td>Afrikaans</td>
</tr>
</tbody>
</table>

*The terms Nguni and Sotho are used for the purpose of this document.

In the second phase after 2026, learners will select from any language group other than their own. For example, Afrikaans learners can choose from an Nguni or Sotho language, Tshivenda, or Xitsonga. Learners from the Nguni or Sotho language group may not choose from their respective language group but from another group. For example, Sothos should choose an Nguni language, Tshivenda, Xitsonga or Afrikaans.

(c) Provision of resources

The incremental introduction of African languages has resource implications both for the teaching of African languages at a First Additional Language level and for the use of an African language as the LoLT beyond the Foundation Phase.

The Department of Basic Education’s workbooks are available for both the Home and the First Additional Language levels for all official languages.

The National Catalogue contains textbooks and readers for Home language in all official languages. The Department of Basic Education will work with publishers to ensure that a
list of approved textbooks is available to support the incremental implementation of African languages at First Additional Language level.

To support the use of an African language as LoLT beyond Grade 3, the Department of Basic Education will also work with publishers to produce a list of approved textbooks for the content subjects in each African language.

(d) Provision of teachers

The Incremental Introduction of African Languages (IIAL) will require all learners to offer an African language at First Additional Language level. This effectively means that all schools should have an African language teacher. The post provisioning norm to promote African languages will differ from one province to the other. It would be simpler in provinces with few official languages and more complex in those with more official languages. The same applies to the rural and urban (cosmopolitan) situation. It is expected that in a rural situation only one African language will be selected as a subject at FAL level. But in an urban or cosmopolitan area more than one African language can be selected for this purpose. Based on the demographics of the school population, and considering the “language majority” of the learners, schools will select their languages of choice to represent that majority.

Staffing to meet this need can be achieved by using different models. The most ideal situation is to provide all schools with African language(s) teacher(s). Depending on the school context, this might mean a provision of one or more African language(s) teacher(s). However other models may be more appropriate in some situations:

- In a cosmopolitan area wherein all languages are found, schools may be designated to offer specific languages. There would be dominant languages side to side with minority languages.
- In instances where there are very few learners for a particular language(s) scattered across a phase, the multi-grade model can be ideal. Learners from different grades can be brought into one class and taught by one teacher.
- The itinerant teacher model allows schools to share scarce resources. One teacher will be roving from one school to the other. Depending on the close proximity of schools, the roving teacher can teach at a minimum of two and a maximum of four schools. This model could be used in schools that are within close proximity for the itinerant teacher to reach them with ease.

The ratio 1-40 could be applied to a rural situation wherein there are few dominant languages. The ratio 1-20 could be used in the cosmopolitan, multilingual context with a mix of dominant and minority languages. The determination of the provisioning of transformational teachers should be based on the feasibility of schools to be able to utilize African language(s) teacher(s).
The extension of the use of LoLT beyond Grade 3 will not require additional staff as a school will manage the implications of using LoLT for Grade 4 upwards within its existing staffing provision.

(e) Teacher training

The employment of additional staff to teach a third language at First Additional Language level and the extension of the use of LoLT beyond Grade 3 will have implications for teacher training. Programmes will be put in place both at the Preset and the Inset levels to prepare new teachers and reskill existing teachers to teach in and through an African language.

(f) Funding implications

The provision of textbooks, readers and workbooks, the employment of additional staff to teach a third language and the provision of training/reskilling programmes all have implications for funding. Additional funds will be sought from National Treasury to support the incremental introduction of African languages.

7. Implications for the Incremental Introduction of African Languages

The Incremental Introduction of African Languages (IIAL) has implications on the National Policy Pertaining to the Programme and Promotion Requirements (NPPPPR) of the National Curriculum Statement Grades R-12.

Programme Requirements

The NPPPR provides programme requirements for all grades thereby prescribing subjects that learners should offer. Learners in Grade R are currently doing three subjects, namely Home Language, Mathematics and Life Skills. The First Additional Language is only introduced as a compulsory language from Grade 1 onwards. Through the IIAL all learners in all the phases will offer three compulsory languages, one of which should be an African language. This means an addition of two subjects in Grade R and one subject in other grades. Below is the Table with the current NPPPS provisioning and the new provisioning.

<table>
<thead>
<tr>
<th>Grade</th>
<th>Current provisioning (NPPPR)</th>
<th>Proposed provisioning (IIAL)</th>
</tr>
</thead>
</table>

Table 1
### Incremental Introduction of African Languages:

**Draft Policy: June 2013**

<table>
<thead>
<tr>
<th>Grades</th>
<th>Subjects Count</th>
<th>Subjects</th>
</tr>
</thead>
</table>
| Grade R | Three subjects | 1. Home Language  
2. Mathematics  
3. Life Skills |
|         | Five subjects  | 1. Home Language  
2. First Additional Language  
3. First Additional Language  
4. Mathematics  
5. Life Skills |
| Grades 1-3 | Four subjects | 1. Home Language  
2. First Additional Language  
3. Mathematics  
4. Life Skills |
|         | Five subjects  | 1. Home Language  
2. First Additional Language  
3. First Additional Language  
4. Mathematics  
5. Life Skills |
| Grades 4-6 | Six subjects | 1. Home Language  
2. First Additional Language  
3. Mathematics  
4. Life Skills  
5. Natural Sciences and Technology  
6. Social Sciences |
|         | Seven subjects | 1. Home Language  
2. First Additional Language  
3. First Additional Language  
4. Mathematics  
5. Life Skills  
6. Natural Sciences and Technology  
7. Social Sciences |
| Grades 7-9 | Nine subjects | 1. Home Language  
2. First Additional Language  
3. Mathematics  
4. Life Orientation  
5. Natural Sciences  
6. Technology  
7. Social Sciences  
8. Economic and Management Sciences  
9. Arts and Culture |
|         | Ten subjects  | 1. Home Language  
2. First Additional Language  
3. First Additional Language  
4. Mathematics  
5. Life Orientation  
6. Natural Sciences  
7. Technology  
8. Social Sciences  
9. Economic and Management Sciences  
10. Arts and Culture |
| Grades 10-12 | Seven subjects | 1. Home Language  
2. First Additional Language  
3. Mathematics and Mathematical Literacy  
4. Life Orientation |
|         | Eight subjects | 1. Home Language  
2. First Additional Language  
3. First Additional Language  
4. Mathematics / Mathematical Literacy |
Progression Requirements – Grades R-12

The NPPPR provides guidelines for determining a learner’s progress. A learner in Grade R should have adequate achievement (Level 4) (50%-59%) in his / her Home Language. A learner in Grades 1-12 should have:

(a) Adequate Achievement (Level 4) (50%-59%) in one official language at Home Language level; [or] and

(b) Moderate Achievement (Level 3) (40%-49%) in one of the two required official languages at First Additional Language level.

Learners taking two languages at a First Additional Language level should have at least moderate achievement (Level 3 – 40%-49%) in one FAL, and at least elementary achievement (Level 3 – 30%-39%) in the other FAL. If one of the FAL’s is used as the LoLT, learners should have at least moderate achievement (Level 3 – 40%-49%) in this FAL.

8. Monitoring and evaluation

Monitoring and evaluation should follow a bottom up approach, from school-level to the Department of Basic Education. District reports on the phased-in implementation must be consolidated at provincial level. Consolidated reports must be provided to the Department of Basic Education in order to inform policy decisions and national planning.

Key elements for monitoring are: staffing and resource provision and utilization, implementation challenges, effects on assessment and promotion, training effectiveness and future needs.