LANGUAGE, EDUCATION AND DEVELOPMENT

A Review of Norad's support to the Centre for
Advanced Studies of African Society (CASAS)

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Senter for interkulturell kommunikasjon
Centre for Intercultural Communication
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Abstract:

In June/July 2006, Norad commissioned a review of its support to the Centre for Advanced Studies of African Society (CASAS), which is a non-profit making trust established in 1997 in Cape Town South Africa. CASAS sets out to promote the use of indigenous African languages as the mother tongue or familiar language in education, cultural empowerment and scientific and technological development in Africa. The purpose of the review was, among other tings, to assess the relevance and impact of CASAS' work and look into the role CASAS is playing in the field of language of instruction on the African continent.

The general impression of the review is a very positive one. In terms of output, impact and relevance, the review team has concluded that CASAS' activities, in particular its production of scientific and academic materials, have so far been very impressive and indeed significant on the promotion of the use of African languages in education, science and technological development in the continent. Significantly, CASAS has developed a scientific methodology of the harmonization of indigenous African languages; a methodology which is currently being used to produce harmonized orthographies for the cluster of languages and dialects which share a high degree of mutual intelligibility. To date, CASAS has published harmonized orthographies for 9 languages in Africa. Moreover, the harmonization approach employed by CASAS was also observed to be effective in preserving smaller and lesser-used languages from extinction. Furthermore, through its networks of linguists and language specialists CASAS has also stimulated and encouraged academic work in terms of research in African languages.

In brief, CASAS activities have laid a foundation whose impact and relevance in Africa is both multidimensional and long term. It represents an indispensable necessary first step towards the implementation of the ADEA and AU policies for the improvement of the quality of education in Africa through the use of African languages. Last, but not least, the technical expertise developed by CASAS will also be useful and needed by ACALAN in its agenda to pursue the promotion of cross border languages in Africa. The main area of concern from the review was the dissemination of the harmonized orthographies and other materials produced by CASAS. In this regard, the report calls on

CASAS to develop an effective strategy to reach out to the end users; mainly to identify and work in collaboration with all organisations – public and private, secular and religious, as well as organisations at the local, national and regional/continental level, that have been involved in the promotion of African languages.

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List of Abbreviations

ADEA	Association for the Development of Education in Africa
ACALAN	Academy of African Languages
CASAS	Centre for Advanced Studies of African Society
DFID	UK Department for International Development
DSE	German Foundation for International Development
EFA	Education for All
GTZ	German Association for Technical Cooperation
IBE	Intercultural Bilingual Education
IDRC	International Development Research Centre
KD	Norwegian Ministry of Education and Research
LINS	The Centre for International Education at Oslo University College
LOI	Language of instruction
LOITASA	Language of Instruction in Tanzania and South Africa
NGO	Non-governmental organizations
Norad	Norwegian Agency for Development Cooperation
OSISA	Open Society Institute for Southern Africa
PANSALB	Pan South African Language Board
PRAESA	The Project for the Study of Alternative Education in South Africa
Sida	The Swedish Agency for International Development Cooperation
SIK	Centre for Intercultural Communication
SIL	Summer Institute of Linguistics
UIE	UNESCO Institute for Education
UIO	University of Oslo
UNECA	United Nations Economic Commission for Africa
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WB	World Bank

Foreword

This report is the result of the collective work carried out by the authors during a field visit to Southern Africa in June 2006 and afterwards through a process of sending text parts and other inputs back and forth between our respective offices in three different cities. The opinions and conclusions recorded in this report are those of the consultants and do not necessarily represent the views or policies of the Norad/MFA or CASAS.

The team of reviewers wishes to thank all those who patiently listened to us, openly and extensively answered our many questions and shared with us their experience and knowledge within the field of African languages and African language and education policies.

Executive Summary

This report outlines the findings of a review of the Centre for Advanced Studies of African Society (CASAS) conducted in June –July 2006.

Established in 1997 and registered under the South African law, CASAS is a non-profit making trust, which purports to promote the use of indigenous African languages as the mother tongue or familiar language in education, cultural empowerment and scientific and technological development in Africa. Throughout its existence, the main focus of CASAS' activities has been in research on standardization and harmonization of African languages which shares a high degree of mutual intelligibility. In addition, CASAS has also been involved in the development of glossaries, wordlists, monolingual dictionaries as well as development and testing of textbooks.

As a non-profit making trust, CASAS has not had any stable donor contributions, but depends on ad hoc funding from donor agencies such as Ford Foundation, GTZ, UNESCO amongst others. CASAS has also received financial support from Norad in 2004/2005, amounting to NOK 1 million, and in 2006 amounting to NOK 1.1 million. Consequently, Norad commissioned the review of CASAS in the period 19th to 30th June 2006 with three main objectives: firstly, to assess the relevance and impact of CASAS' work; secondly, to look into the role CASAS is playing in the field of language of instruction on the African continent and thirdly, to make recommendations for possible future Norad support. The main methodological approach for the review has been a combination of the following activities; participation in the conference on Language and Education in Africa (LEA) in Oslo, 19th-22nd June 2006, interviews with central stakeholders within CASAS' networks and cooperating organizations, field visit to CASAS' offices and observation of CASAS' "Shona Harmonisation Workshop" in Harare, Zimbabwe, as well as documentary analysis of relevant materials.

The report starts with a critical review of literature that presents the sociolinguistic profile of African countries and the issues related to the use of African languages in education and development. More specifically, African linguistic diversity and multilingualism are re-visited in light of the most recent linguistic research undertaken by African linguists in various countries and regions in Africa. The role of African languages for education and development is also examined through a critical review of international and national language policies whose aim is to promote the use of African languages as means of instruction in both formal and non formal education.

The overall impression of the report is a very positive one. In terms of relevance, output and impact this review has conclusively revealed that CASAS' general level of activity and more specifically its scientific and academic production so far have been very impressive and indeed significant in the promotion of the use of African languages in education, science and technological development on the continent. CASAS' harmonization process has been particularly referred to as a pioneering and indispensable foundational work in the promotion of the use of African languages in education and development and also in any future work in African languages on the continent. Significantly, CASAS has developed a scientific methodology for the

harmonization of indigenous African Languages; a methodology which is currently being employed to produce harmonized orthographies for the clusters of languages and dialects which share a high degree of mutual intelligibility. The technical expertise that CASAS has developed is said to be of crucial relevance as it represents an indispensable and necessary first step towards the realization/implementation of the AU's and ADEA's policy for the improvement of quality of education in Africa through the use of African languages. The technical expertise will also be useful and needed by ACALAN in its agenda to pursue the promotion of the cross border languages in Africa.

Also significant is the fact that the harmonization approach developed and used by CASAS proves to be the most effective way of preserving smaller and lesser used languages from extinction or from being absorbed by bigger or major languages. For the main idea behind harmonization is neither the absorption of smaller languages into bigger languages nor the amalgamation of various languages and dialects within a particular language cluster into one big language. On the contrary, the essence of harmonization process is to develop a common orthography (or a common written language) for all languages in a respective language cluster while maintaining the different spoken languages and dialects. In this way, smaller and vulnerable languages such as Khoesan are secured and preserved.

The output of CASAS' activities is perhaps the most impressive side of the success story of the Centre. The catalogue of CASAS' publications alone[1] speaks volumes in testimony to the above. To date, CASAS has published harmonized orthographies for 9 languages in Africa and several are in production. In addition to the orthographies, CASAS has also produced a monolingual dictionary for the Akan language in West Africa. More importantly, CASAS has also produced reading materials in harmonized orthographies that can be used in both formal and informal education for the development of literacy among the learners. These reading materials covers areas such as HIV/AIDS, sanitation, agricultural extension, human rights, democracy and good governance. Furthermore, CASAS' concept and model of operation has created effective networks of linguists, language specialists, teachers, development workers as well as other people and organizations engaged in the promotion of African languages across the continent.

Regarding impact, the report emphasis that CASAS activities have laid down a foundational work whose impact is multidimensional and effects are long term. Through its networks for example, CASAS has stimulated and encouraged academic work in terms of research in African languages. Indeed, most African scholars consider it prestigious to publish with CASAS. These networks have actually improved cooperation amongst African universities in PhD programs, particularly in supervision and examination of the post-graduate and doctoral students. Of further interest is the fact that this cooperation has gone beyond the traditional Anglophone, Francophone and Lusophone borders which normally tends to limit the cooperation among African scholars. Though in a limited scale, the scholarships produced by linguists and language specialists within these networks are now being used for teaching and as literature/textbooks in some African universities such as the University of Western

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[1] See a comprehensive catalogue with all published titles on CASAS' website www.casas.co.za.

Cape. In that sense, CASAS work is gradually penetrating universities and thus, contributing to the Africanisation of higher education in Africa.

Thus, the report has conclusively emphasized the appropriateness of Norad support to CASAS, in view of the fact that CASAS has met most of its target objectives as stated in its agreement with Norad and has also gone beyond and achieved more in some. This is evidenced by the high level scholarly productivity of CASAS as exemplified by the catalogue of CASAS publications and also by the list of experts involved in its networks. In short, the review team is convinced that the Norad support has been utilized very satisfactorily and for the better cause by the CASAS.

However, the report has also raised the following three main areas of concern: modality and adequacy of funding, staffing and dissemination. Lack of adequate funds has been observed to be the main constraint to CASAS. This lack of funds has hampered the momentum of CASAS' work, especially by limiting the number of possible/needed workshops. Also, the short term and ad hoc funding modality has practically made long term planning impossible for CASAS.

Lack of funds has also negatively affected the staffing situation at CASAS offices. It is reported that CASAS is currently facing a serious problem of understaffing precisely because it does not have funds to employ more staff. This far, the strategy of CASAS operations has been to avoid too much overhead costs through networking. Despite these efforts, CASAS is also facing problems in meeting the regular salary increments of its two core staff so that it can be in line with the law and practiced in South Africa. Also in the workshops CASAS has not been able to pay the participants their rightful allowances. Actually, participants are being paid below their normal standard allowances if at all. In an extreme measure to address the funding problem, the review team was informed that once the Centre Director had to mortgage his house to acquire a bank loan. In the other instance he also volunteered a reduction of about 15% for a period of 5 months from his salary in order to meet the salary increments of his staff member.

The final area of concern raised in the report is dissemination. In this regard, and with respect to the harmonized orthographies, the report calls CASAS to develop an effective strategy to reach out to the end users in both formal and non formal sectors that utilize African languages as the language of instruction and communication. In other words, in devising the dissemination strategy, the report urges CASAS to identify and work in collaboration with all organizations - public and private, secular and religious, as well as organizations at the local, national and regional/continental level, that have been involved in the promotion of the use of African language in Africa.

In response to the challenges highlighted above, the report strongly recommends to Norad to continue supporting CASAS and to devise its support on a long term perspective. In particular, the report has suggested to Norad to at least fund two five year terms.

Likewise, the report has also recommended to CASAS to develop a well-detailed and realistically priced five year work plan as a basis for its budget and therefore, application for funds from Norad. On the same aspect of funding, the report also

touched on staffing challenge at CASAS. In this respect, the report recommended CASAS, to seek sufficient financial support from donors, to be able to employ at least two more staff members, one of them a Deputy Director on a fulltime basis. The report further recommends to Norad to financially support the salary of the Deputy Director.

On the crucial aspect of dissemination, the report recommends to CASAS to devise a pragmatic and effective dissemination system for its harmonized orthographies. The report mentions the following levels for an effective dissemination system: local level - involving schools, local NGOs and religious organizations; the national level - dealing with government, especially the Ministry of Education and, at regional/continental level - reaching out to Pan African organizations and institutions such as ADEA, ACALAN and FAWE etc. Furthermore, the review team recommends to CASAS to develop a system of continuous monitoring and evaluation of the dissemination process as a mechanism for the collection of regular feedback from the end-users, such as schools, local NGOs and communities. Finally, the report recommends CASAS to establish a specialized library on African Languages at CASAS premises.

2   Introduction

2.1   Background for the evaluation

Norad and Centre for Advanced Studies of African Society (CASAS) has agreed to an independent review of the activities of CASAS within the field of standardization and harmonization of African Languages. CASAS and the research project *Harmonisation and standardisation of African Languages and the Production of Literature for Basic Education, Literacy Enhancement and Education of Illiterate Adults and Educational Materials for Out-of School Youth* which it coordinates, has been supported financially by Norad since 2004. The objective of the Norad support for the CASAS African Language Project was to "…contribute to better results in education and thus scientific technological and economic development in a long term perspective by introducing African Languages into the educational System."[2]

CASAS was established in 1997, and has been conceived as "…a Pan-African centre for creating research networks in Africa and its Diaspora… The centre undertakes the supervision, coordination and management of research work focusing on the economic, social, historical, political and cultural aspects of the development problematique in Africa…."[3] As its name implies, its research activities is intended to be at the forefront of knowledge on African society. To achieve this, CASAS in all its research and academic work is looking for the best African expertise and scholarship available.

As stated in the appropriation document, the major reason for Norad to support the above mentioned project is its expected positive impact on development in general and on the quality of education on the African continent in particular. From that perspective, it is important to note that CASAS was established subsequent to a colloquium organized by the German foundation for international development (DSE)where the relevance and place of indigenous languages in African education was discussed. At the colloquium which was held in Cape Town in June 1997, it was recommended that basic education, cultural empowerment, scientific and technological development in Africa will be more pragmatically realisable if the mother tongue or familiar language is given greater primacy in African educational and developmental approaches. CASAS main contribution so far to this overarching goal, has been its foundational work to build and mobilize networks among linguists throughout Africa to define clusters of mutually intelligible languages and to develop harmonized orthographies for them.

Today, through its scientific networks all across Africa and the coordinating role of its Director Kwesi Kwaa Prah, CASAS plays a leading part in the ongoing research on standardization and harmonization of African languages in different parts of the continent. The centre is also involved in related academic work such as development of glossaries, wordlists and monolingual dictionaries and development and testing of textbooks.

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[2] The NORAD appropriation document BD RAF 2805
[3] The CASAS homepage www.casas.co.za

The team invited to carry out the review was Associate Professor Titus Tenga at the Centre for International Education at Oslo University College (LINS), Norway, researcher Øystein Lund Johannessen from the Centre for intercultural Communication (SIK) at The School of Mission and Theology in Stavanger, Norway and professor Hassana Alidou at Alliant International University in San Diego, USA.

The review team met and initiated its work during the *Languages and Education in Africa Conference* (LEA-Conference) held in Oslo from June 19th to June 22'nd 2006. There they also met with the Director of CASAS, Professor Kwesi Kwaa Prah, several of his co-workers and partners in the project of standardization and harmonization of orthographies as well as other linguists and experts on African languages worldwide. During the conference, the team was able to talk with and interview both supporters of Professor Prah's views concerning African language policies and the CASAS harmonization project as well as more critically inclined experts.

After the LEA conference, the team travelled to Cape Town (South Africa) in order to continue its work. The reviewers spent most of their time there in CASAS' office doing document studies, observing the daily work at the office and making further interviews with Professor Prah and his staff. The team also found time to visit a few research institutions and researchers working with national and local languages in education in the South African and Pan African contexts.

After three days in Cape Town, the team went with Professor Prah to one of the many workshops with language experts that take place regularly in different African regions as part of the Standardization and Harmonization project. In Harare, Zimbabwe, the team met with the leader of the African Language Research Institute at the University of Zimbabwe (ALRI), Professor Chimundu, along with 12 other linguist experts on languages and dialects within the Shona language cluster. The specific pretext for this gathering was to include two new dialects/languages which have been discovered lately into the now almost finished harmonized orthography for the Shona language cluster.

The main purpose of the review as stated in the terms of reference[4] was to assess the relevance and impact of CASAS' work, to look into the role CASAS is playing in the field of language of instruction on the African continent, and to make recommendations for possible future Norad support. In sub section 1.2 of this chapter the team present its internal reflections and considerations concerning how to achieve valid and reliable data on CASAS work in the perspective of its effectiveness, its efficiency, impact and relevance when it comes to the advancement of the harmonization effort, the strengthening of the role of African languages in formal and informal education and ultimately to development. In subsection 1.3 we discuss the scope and limitation issue, focusing especially on the problem of assessing all aspects of impact at the present stage of this Norad-funded CASAS project.

In chapter 2 the team presents a critical review of literature that presents the African linguistic diversity and multilingualism in light of the most recent linguistic research undertaken by African linguists in various countries and region in Africa. The role of African languages for education and development is also examined through a critical review of international and

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[4] see a complete version of an agreed ToR in appendix 1 below

national language policies whose aim is to promote the use of African languages as means of instruction in both formal and non formal education. Chapter 2 in this respect presents the greater context in which the CASAS project on harmonization and standardization must be understood and assessed.

Then in chapter 3 we look closer into CASAS' own functioning, its administrative and financial arrangements, its professional capacity as well as the working modalities and allocation of recourses that has characterized the centre's handling of the harmonization project. The findings and the team's analysis are presented in chapter 4 and in chapter 5 the team summarizes its analysis and assessment in a subsection of conclusions and one of recommendations.

2.2   Methodology and approach

As indicated in the Terms of Reference, the methodology used in the Review included a study and analysis of relevant documents, informant interviews, observation and participant observation at three different sites, namely the LEA conference in Oslo, CASAS's office in Cape Town and the workshop at ALRI in Harare.

The team met first time in Oslo during the LEA conference and set up a schedule for its work. It was decided to carry out as many *interviews* as possible between plenaries and workshops. As participants in the conference, we would of course also *take part in field conversations* with researchers, NGO-representatives, government representatives, policymakers and other stakeholders – both opponents/critics of CASAS harmonization project and supporters/partners. As participants *in* the conference, the team members could also take *active part in and listen to* plenary and workshop discussions on themes relevant to the standardization and harmonization issue. A few papers discussed in workshop sessions were in fact addressing *output* and *impact* of the CASAS harmonization project directly, and here both critical and supportive comments were voiced.

The overarching perspectives of *relevance* of the harmonization of African language orthographies in relation to language, education and development policies were also discussed during the plenary session after Professor Prah's keynote speech and later on in the conference. Through *listening to and participating* in the conference discussions and bringing the same issues up in our internal discussions in the team, the reviewers managed to develop a balanced internal discourse on the core topics of the review among themselves.

During the initial meeting at CASAS' office, a draft program was set up for the three days in Cape Town. The staff at CASAS then made appointments for the reviewers. Some appointments were suggested by Professor Prah and agreed to by the team. Other appointments were made according to requests by the team members. In this way, the team was able to interview both members of the CASAS research network in South Africa and representatives of other research environments on African languages and education in the Western Cape area who are doing complementary research and implementation in the different fields of informal and formal education.

The CASAS secretary Ms. Grace Naidoo was helpful in setting up *a telephone conference* with a member of CASAS research network in West Africa. This proved to be a very efficient

interview method were all three team members and the informant from the Ivory Coast could listen to each other simultaneously and all the team members could ask their questions.

Generally in interviewing, the team members followed a *rough checklist* of issues to be discussed with the informants. As field work developed and the perspectives of the reviewers were expanded and at the same time became more detailed, new questions were added to our list of topics. As *a preliminary list of content* for the report was developed, this also functioned as *a checklist for discussion topics*. It was not felt necessary to develop detailed questionnaires, and the team members shared the responsibility of maintaining dialogue during interviews. Professor Prah was not present at any of the formal interviews made during the field visit to Cape Town.

Equally important as the formal interviews were *informal conversations* with other stakeholders in the field, research colleagues of Professor Prah and members of the CASAS network. Both during the LEA conference and during the workshop in Harare such conversations with the members of the CASAS network on harmonization in Southern Africa proved valuable. Equally, the conversations with Professor Prah during the whole stay proved to be very informative.

The team of reviewers agrees that observation proved to be an important method of assessment at all three sites of the field work. P*ositions* in research discourses, *efficiency* and *competence* in the fundamental scientific work as well as impressions of *effectiveness*, *openness* and *transparency* in the assessment of working modalities in the CASAS organization, were all variables that could be more precisely assessed when *observation and participant observation* when added, than what would have been possible by document analysis alone.

It is the opinion of the review team that all informants interviewed freely expressed their opinion, both negative and positive, concerning the role of CASAS within the field of harmonization of African languages and the importance of this issue for development on the African continent in general and for the quality of education in particular.

In general, the methodology applied in this review was similar to that used in most reviews/consultancies, where time and resources are the main constraints. Findings were discussed and conclusions and recommendations were developed within the team based on experiences, observations and information gained in interviews during the day and daily internal team discussions. Conversations with new informants and the CASAS personnel triggered thoughts, questions and hypothesis' which in turn were commented and discussed with the CASAS personnel. However, the conclusions and recommendations presented in this report are the sole responsibility of the authors of the review and represent their opinion alone All three team members concur with the conclusions and recommendations presented.

2.3   Scopes and limitations

Studying the Norad documents concerning the CASAS project, in particular the appropriation document (BD 2005 and 2006) it is evident to the team of reviewers that *relevance for education and development* and *impact on the level of both formal and informal education* are regarded as essential by the donor and therefore should be addressed as carefully and in as much detail as possible in this review.

Concerning the issue of *relevance*, this is being treated in the report both in chapter 2 where the CASAS project on standardization and harmonization is viewed in its wider Pan-African context and in chapter 4 where the team discusses its findings more specifically with regard to the different parameters of assessment mentioned in the ToR.

In addressing the issue of *impact*, the team has noted that the contract between Norad and CASAS specify an expected output within this budget period in the form of "…textbooks in science and technology for the elementary levels stages, slowly to be expanded to advanced levels". This indicates that the parties have agreed to start dissemination into the formal school system within a rather short time frame, especially in areas where the harmonization of orthographies for major language clusters is about to be concluded. According to these project proposals and appropriation documents, impacts in the schools sector should to some extent be possible to trace on the level of teaching and learning in school within a three year period starting in 2005. The parties agree that teaching material using the new orthographies should be developed for both formal and informal education and that it should be part of the Norad assisted CASAS project to undertake monitoring, testing and assessment of use.

However, the team of reviewers would like to emphasize that impacts of a project of this character, should not be measured on the basic level of practical use in formal schools and adult information and training programs only. The character of an undertaking like the one CASAS is proposing here of harmonizing orthographies for language clusters all over the African continent, demands both a long term perspective, expecting output to be produced at different moments at different levels and fields in society and an analytical perspective that take into consideration the multidimensional character of dissemination. The harmonization project must be expected to create social dynamics and processes of change in both different social fields and at different scale levels. One of the levels that the reviewers would like to mention, and which are further discussed in chapters 4 and 5 in this report, is the social fields of policy making and government action through ministries of education and public institutions like schools and training centers. It is obvious that a project like the CASAS project, to be successful also in terms of quality of education and development, need to develop modes of cooperation with national governments and ministries as well as international organizations on the African continent like ADEA and ACALAN and international agencies and NGOs.

Another social field where a considerable impacts of CASAS activities is both needed and expected, is the field of science, especially linguistic research and the development of scientific networks of linguists and African language experts in Africa, crossing national borders as well as the traditional language borders between Francophone and Anglophone scientific environments.

This emphasize on impact and relevance is not to say that the team has regarded other variables such as *effectiveness* of the organization and the way CASAS operates and make use of the Norad support, as irrelevant for this review. On the contrary, the team has tried to take advantage of the opportunity to visit CASAS' office and through conversations with the staff and the studying of documents to assess the organizations *cost-effectiveness*, its *priorities* in relation to financial, administrative and professional *capacity* and the purpose of Norad's support and also its *sustainability* in a somewhat longer time perspective in terms of its financial and personnel resources and the tasks this organization has to manage on the

average. In assessing the working modalities of the organization the team has focused on *transparency*, *systemacy* in the handling of funds and *planning*. Especially the *conditions for long time planning* measured against the *long term regularity* and *adequacy of funds*, will be discussed in more depth in chapter 4.

3 Languages, Education and Development in Africa

3.1 Sociolinguistic profile of African countries: Linguistic diversity and multilingualism in Africa re-visited

Linguistic diversity namely the existence of more than two or three languages within national borders characterizes the majority of African countries (Alidou 2000[5]; ADEA 2005; UNESCO 2003). Within the same community two to ten speech communities (i.e. speakers of various languages) can co-exist. Linguistic diversity and multilingualism are influenced by other socio-historical factors such as wars and migration. For this reason, very few countries can be defined today as monolingual. Countries such as Burundi, Rwanda and Madagascar which are defined as such, are presenting linguistic complexities that require a re-evaluation of their monolingual status. During the post-genocide period, the return of a large number of Rwandan refugees who are speakers of Kiswahili (not Kinyarwanda) as a first language (and/or other African languages depending upon their host countries) and English as a second language, changes the sociolinguistic profile of the country. This situation has forced Rwanda to recognize English as its second official language. Kiswahili is currently spoken as a lingua francae among both former refugees and Rwandans who have never left their country. In light of this situation, a country such as Rwanda must be re-classified as a multilingual country.

Linguistic diversity and multilingualism also occur when the degree of intelligibility between two dialects belonging to the same mother language is very limited and sometimes almost non-existent. In West Africa, Songhoy-Zarma has several dialects spoken in Benin, Burkina Faso, Mali, and Niger. The degree of intelligibility between the Western dialect, Songhay, spoken in Mali and Western part of Niger and the oriental dialect called Dendi spoken in Benin, is non-existent even though linguistic analysis and historical and cultural analyses indicate that Songhoy-Zarma and Dendi are not two distinct languages but two dialects deriving from the same mother language. Due to linguistic research such as the one undertaken by linguists belonging to the CASAS' network, the relationship between the various dialects is scientifically re-established. Therefore Western Songhay spoken in Timbuktu Mali and Dendi spoken in Malan-ville Benin are regarded as dialects and not two languages. Similar situations are to be found in Eastern and Southern African countries as indicated in several studies published by linguists involved with CASAS and other African linguists who are also native speakers of the cluster languages. Nkonko Kamwangamalu (1997:88) for example showed that Bemba, Lala, Lamba, Lima, and Swaka officially known as different languages in different Central and Southern African countries are actually dialects of the same "mother" language called Bemba. CASAS defines cluster languages as languages whose linguistic commonalities and mutual intelligibility can be established through linguistic analysis.

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[5] Alidou-Ngame (2000). Strategies pour le Developpment d'un Secteur Editorial en Langues Nationales dans les Pays du Sahel:*Mali, Niger et Senegal. ADEA Working Groups on Books and Educational Material. Oxford: African Book Collectives.*

The works of CASAS on cluster languages and by other linguists (native speakers of the languages studied) such as Sassongo J. Silue (2000)[6] on Malinke languages in West Africa and the work of Agnes Georgina Che-Jika Nkoma-Darch (2005)[7] on border straddling speech communities, indicate that the degree of African multilingualism has been perhaps unconsciously or consciously over-estimated. This situation does not facilitate the development of standard written African languages. Speakers of borders languages may have been defined as distinct ethnic or linguistic groups while they may be members of the same linguistic community. This leads to arbitrary and political fragmentation of several ethno-linguistic groups in Africa and diversification of the orthographies of African languages. With regard to this situation, Agnes Georgina Che-Jika Nkoma-Darch (2005:14) argues that

> Many African languages were codified and indeed named by missionaries or anthropologists after colonial borders were already in place. …Political rather than scientific criteria resulted in Thonga-Shangaa and Ronga being named and described separately with their own grammars and orthographies despite their close similarities (Harris 1989:86-87). In many cases, the colonial authorities and individuals started codifying local languages in their colonies without reference to or interest in another part of the same speech community that happened to lie across the border. One inevitable result was significant differences in orthography, as in the case of SeSotho. French speaking missionaries codified the language with French phonetic values, and this orthography is used in Lesotho but not in South Africa. As a result related languages can appear quite distinct on the printed page (Esterhuyse and Groenewald, 1999).

Colonization has significantly shaped the sociolinguistic profile of most African countries. In addition to the negative effects of the use of diversified writing systems to write different dialects of the same languages, many African languages became either dominant languages or minority ones. Che-Jika Nkoma-Darch (2005:13) suggested that

> Many African languages are partially invisible, disguised or hidden even more by the arbitrary nature of the colonial borders of African states, which cut through speech communities that existed before the colonial period as coherent social entities. One of the effects of this is that such languages are not seen in their entirety. In some cases the community may number as many as millions of speakers. However, part of the hidden character of the Border Straddling Speech Communities (BSSC) consists in the fact that each country only "count" those speakers of a given language who are found within its borders. As a result, majorities are transformed into minorities, and the sum of the parts is less than the whole.

The study of cluster languages and the harmonization and standardization of the orthographies of cluster languages undertaken by CASAS is in this respect a pioneer work that helps re-established scientifically a holistic picture of the language situation of African countries. The elaboration of harmonized, and to some extent standardized, orthographies of cluster languages, is a necessary linguistic work that can effectively contribute to the promotion of the use of African languages as effective oral and written means of communication. This was

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[6] Silue, Sassongo J. Education (2000), Literacy and Development in Africa. Cape Town: CASAS.

[7] Nkhoma-Darch, Agnes G. Che-Jika (2005) Border-Straddling Speech Communities: Linguistic and Educational Challenges facing the Nyanja-Chewa-Mang'anja Cluster of Southeastern Africa. Cape Town: PRAESA Occasional Papers No. 23.

pointed out by Professor Neville Alexander during our interview conducted on 26'th of June 2006.

The harmonized and unified orthographies allow people who speak different dialects or cluster languages to continue to speak their respective dialect while using the same writing system to write their language. During our interview with Professor Kwesi Prah he reminded us that European languages, such as English and German which have various dialects, have been standardized using the same strategies. Speakers of different dialects can speak differently, but write the same way. Americans, Australian, British, New Zealand people for example speak differently the English language yet they write quite similarly through the use of Standard English. There are only few words that are written differently. The word "color" found in American Standard English (the RP) for example is written "colour" in British Standard English or Queen's English. Such orthographic difference does not impact negatively comprehension among speakers of English. Readers of American Standard English can perfectly understand the meaning of the word "colour".

Based on the above linguistic discussion, one could argue that linguistic diversity and multilingualism can be adequately managed to promote effective communication (particularly in writing) among African people. Consequently, multilingualism does not need to be viewed as a problem, but rather as a cultural resource whose extent and implications must be scientifically determined.

3.2   Post-independence language and literacy policies

An extensive critical review of literature on language policies in Africa was published by Ekkehart Wolff for the ADEA biennial meeting which was held in March 2006 in Libreville, Gabon. Wolff noted that the majority of African countries have not drastically changed the language policy they inherited from the colonial era. Consequently, languages such as French, English, Portuguese and Spanish continue to enjoy a dominant status as official languages of administration and education at the detriment of national languages, which are relegated to non-formal status. Unfortunately, far from promoting mass education, literacy and national integration, Africanists argue that the retention of such policies has had a negative impact on the development of education in general and literacy in both official languages and national languages. Most researchers concluded that these policies are inadequate and they account to a large extent for the high rates of illiteracy and educational ineffectiveness experienced by most African countries (ADEA-UIE and GTZ 2005[8]; Alidou, 2000, 2002, Alidou and Brock-Utne 2005). Silue (2000:66) summarized some of the issues related to the education language policies based on the use of English, French, Portuguese and Spanish as dominant languages of education in Africa. From a psychological point of view Silue (2000:66) argues that

> In the general context of learning, on using a language other than their mother tongue, children's fragile and still emerging cognitive capacities are forced and routed through completely different linguistic and conceptual framework. In light of education today, we know for certain that the use of a foreign language implies a psychological disjunction between the school context and the social background of the children (Frereira 1994). Research in education and learning issues clearly indicates that the language of instruction is of crucial importance for the children'

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[8] ADEA-UIE and GTZ (2005). *Optimizing learning and Education in Africa – the Language Factor. Working Document*. Paris: ADEA.

learning achievements (IDRC, 1994)…Experiments carried out in various areas of
the world… have led to the conclusion that children do learn better when given
education in their mother tongue. Other more original experiments in which the
native language is paired with a foreign one give evidence that the learning
performance is significantly optimized thanks to insertion of the native language.

In light of these research findings, ADEA-UIE-GTZ experts made some recommendations
that can help African countries improve the quality of their education systems. While they
recognized that language of instruction is not the only factor that accounts for the educational
inadequacies in Africa, they believe that without effective communication and instruction in
languages that learners can understand, learning and education cannot take place (Alidou and
Brock-Utne 2005; Brock-Utne and Alidou 2005). The recommendations they formulated are
framed according to UNESCO's 1953 declaration related to *the right of children to be
educated in their mother tongues* and to the more recently formulated *language, cultural and
human rights principles* written and accepted by UNESCO and the Organization of African
Union (OAU) - now renamed African Union (AU) - as well as the majority of African
governments. In 2003, UNESCO identified three fundamental principles that are of
importance to the use and promotion of African languages for education and development.
These principles are presented below:

- UNESCO supports mother tongue instruction as a means of improving educational
  quality by building upon the knowledge and experience of the learners and teachers
- UNESCO supports bilingual and/or multilingual education at all levels of education as
  a means for promoting both social and gender equality and as a key element of
  linguistically diverse societies
- UNESCO supports language as an essential component of inter-cultural education in
  order to encourage understanding between different population groups and ensure
  respect for fundamental rights.

Fear of political problems related to the selection of one or two national languages as
languages of instruction in multilingual countries and lack of standardized languages and
quality reading materials in African languages, have often been advanced as fundamental
factors that account for the exclusion of African languages as languages of instruction in
African schools. For example, lack of standardized orthographies and reading materials in
African languages led UNESCO experts to recommend in the early 1960s the promotion of
French or English-only instruction in some African countries in spite of its own policy of
mother tongue education. In Northern Rhodesia (now Zambia) for example, UNESCO experts
argued that in the absence of standardized local languages, teachers used ineffectively several
orthographies to teach the same language. In order to remedy this situation, UNESCO experts
recommended the promotion of English-only as medium of instruction in the schools. They
believed that "the use of English will influence the improvement of the quality of spoken and
written languages" (Ohanessian and Kashoki[9] (1978). Unfortunately, Manchisi (2004)[10]
argues, the English-only model also carried its own inadequacies. The use of English, French,
Portuguese and Spanish languages that are un-familiar to children and adults as dominant
languages of instruction in African schools, accounts largely for low educational achievement
among the majority of African students (ADEA-UIE-GTZ, 2005). The retention of the

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[9] See Alidou, Hassana (2005) Use of African Languages and Literacy; Conditions, Factors and Processes.
[10] Manchisi, P. C. (2004) The Status of Indigenous Languages in Institutions of Learning in Zambia. Past,
Present and Future. In the African Symposium, Vol. 4 No. 1 March 2004.

European languages as official languages of administration, and therefore the languages used for social mobility, has negatively impacted the development of literacy among both children and adults. The literacy national languages campaigns are undermined by the fact that neo-literates prefer to learn the official languages in order to have a chance for better employment in both the formal and non-formal sectors. Only Tanzania has successfully promoted a national language policy that relies on the use of Kiswahili as a language of instruction in formal (primary schools) and non-formal basic education.

3.3 International and national frameworks

Tai Afrik (1995)[11] stated that since 1960, three major international conferences, namely the World Conference on Adult Education held in Montreal in 1960, Tokyo in 1972 and Paris 1985 addressed specifically the issues of literacy, peace and international co-operation, democracy and the creation of learning opportunities for all age groups including women. More recently, he added, the United Nations declared 1990 the "International Literacy Year" and 1990-2000 the "International Literacy Decade". The Education for All conference held in Jomtien in 1990 and the Women Conference held in Beijing in 1995 specifically advocated the promotion of literacy, women's education and linking formal and non-formal education in the perspective of life-long learning.

At the continental level, several high level governmental meetings, declarations and plans of action emphasized the need to promote national African languages in education and other socio-economic domains. The major political declarations and plans of action include:

- The OAU Cultural Charter for Africa (1976),

- The Organization of the African Unity (OAU) Lagos Plan of Action (1980),

- the Declaration on the Cultural Aspects of the Lagos Plan of Action (1985),

- the OAU Language Plan of Action for Africa (1986),

- the draft charter for the promotion of African languages in education developed during the Pan-African Seminar on "The Problems and Prospects of the use of African National Languages in Education", organized by the Association for the Development of Education in Africa (ADEA) in 1996 in Accra, Ghana and

- the Harare Declaration (1997) which evolved from the intergovernmental conference on language policies in Africa organize by ADEA.

In Harare, Ministers, experts and representatives of intergovernmental agencies worked together and developed a very detailed plan of action which includes actions to be taken at the regional, sub-regional and national levels. It states the nature of each action as well as its objectives, targeted results, timeframe, and implementing bodies.

As a result of these international and regional conferences and declaration, and political frameworks, the ministries of education and the ministries of social development have included in their various policies, plans of action that comprised a component on adult

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[11] Afrik, Tai. Basic Adult Non-formal Education Curricula: A Sub-Saharan Scenario. Dakar: UNESCO Regional Office BREDA.

education and strategies to eradicate illiteracy among children and adult populations. The Conferences organized by ADEA in Cape Town (2000) re-emphasized the need to move from political declarations to more concrete actions. The use of African languages in both formal and non-formal education is viewed as a strategy to promote quality and equitable education in Africa. More recently, the African Union officially recognized the African Academy of Languages (ACALAN) as the main structure that will oversee politically all the activities related to the promotion of the use of African languages in education and development.

ACALAN organized in May 2006 a Colloquium in order to define its plan of action. During the meeting, it became obvious that African countries should take advantage of the existence of cross-border languages in order to promote multilingual formal and non-formal education. The fact that languages are spoken across national boundaries by people who belong to the same linguistic and cultural backgrounds should be taken into consideration when formulating education language policies. Consequently, ACALAN's main goal is to promote cross-border languages without neglecting lesser used languages for not only education but also socio-economic development. In the terms of reference of the Colloquium, ACALAN stated that its main objective is:

> **to concentrate, on a limited number of languages (i.e. cross-border languages) which answer well defined criteria,** the intervention of the State while acting on the **status** (status and functions: officiality, institutionalized uses, education, means of mass communication, factors of diversification …) and on **corpus** (mode and conditions of appropriation and use of linguistic competence) of these widely spread languages. After this stage, it would be important **to pass to the action, through a certain number of strategic fields like education, socio-economic exchanges and communication.**

ACALAN is planning on developing linguistic projects that will produce national, regional and continental linguistic maps in order to determine the number of languages spoken in Africa. Such maps will provide clear information about not only cross-border languages, but the number of their respective speakers and their geographical locations. In this respect, the work undertaken by CASAS is critical as it already started identifying not only the cluster languages but also cross-border ones. All the cluster languages involved in the orthographic harmonization and standardization projects in Southern, Eastern and West Africa are also spoken across national boundaries. ACALAN should take into consideration the solid linguistic work already undertaken by experts belonging to CASAS' network. As a political entity, ACALAN can promote at the continental, regional and national levels, the harmonized orthographies and linguistic research produced by experts belonging not only to CASAS network but also various national language commissions. These experts are native speakers as well as well respected linguists and researchers who are already teaching in various African universities.

3.4 The relevance of CASAS' work for the promotion of adequate language policies in education and development in Africa

According to Nkhoma-Darch (2005:13)[12]

> "Inherited and imposed political and geographical borders play a key role in presenting a distorted and diminishing picture of a given speech community. It is then easy for the idea that it is not worth the effort of using the language as a medium of instruction, or of developing and publishing educational material for such a speech community…"

The study of cluster languages undertaken by CASAS and its networks in Africa helps to reverse this picture. CASAS' linguistic project, namely the elaboration of harmonized and standardized orthographies for cluster languages, constitutes a break-through in language planning and language policy in Africa. By redefining more adequately African linguistic diversity and its multilingualism, CASAS and its networks provide the much needed linguistic support not only to policy-makers and teachers, but also publishers who are in charge of producing educational materials in the African languages. African and non-African publishers were reluctant to promote books in African languages due to lack of adequate size of the market. The harmonized and standard orthographies of cluster languages provide incentive to the publishers as books written in the cluster languages can be read by larger number of readers across national borders. Consequently, CASAS not only contributes to the development of African linguistics at the scientific level, but at the practical and policy level it promotes orthographies that help teachers, learners and publishers. Moreover at the economic level its work can influence the development of a large book market written in African languages.

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[12] Nkhoma-Darch, Agnes G. Che-Jika (2005) Border-Straddling Speech Communities: Linguistic and Educational Challenges facing the Nyanja-Chewa-Mang'anja Cluster of South-Eastern Africa. Cape Town: PRAESA Occasional Papers No. 23.

4   The CASAS organization

4.1   The CASAS orientation and concept

The Centre for Advanced Studies of African Society (CASAS), has been conceived as a Pan-African centre for creating research networks in Africa and its Diaspora. According to its self-presentation on the internet, CASAS undertakes the supervision, coordination and management of research work focusing on the economic, social, historical, political and cultural aspects of the development "problématique" or issues in Africa.

Cultural issues and their relationship to development, and selected basic research on the structure of African society are singled out as particularly important areas of interest to the centre. In this respect, CASAS judges itself to be distinct from other similar research bodies in Africa.

A basic idea in the way CASAS operates is to make use of the best available African expertise and scholarship in all its work. Therefore it is of great importance for the Centre to maintain a wide network of academics and linguists across the African continent. The CASAS network covers institutions in 90% of the countries on the continent and counts about 220 academics and linguists who have in one capacity or the other been part of the work of CASAS. Most of the members of this network are academics based in their own institutions, but apportion some of their research time to the work of CASAS.

CASAS is a non-profit making trust, registered as such, under South African law. Its financial resources are sought from donor agencies. CASAS organizes workshops, conferences, seminars and colloquia on various topics as approved by its Board of Trustees.

CASAS undertakes through its network, fundamental research on African society, which is published as part of a book/monograph series. The Centre is also publishing Working/Occasional Papers on themes and topics which fit the mandate of the Centre. Eventually, a journal for the study of African society is envisaged.

CASAS cooperates with, where possible and necessary, other bodies which share similar general or particular objectives.

The major area of current involvement of CASAS is the classification of African Languages on the basis of mutual intelligibility. This work is part of the CASAS Harmonization and Standardization of African Languages Project which is currently supported by the Norwegian Agency for development cooperation (Norad) among other donors. In addition to classification, harmonization and standardization, the project involves development of glossaries, wordlists and monolingual dictionaries as well as development and testing of textbooks and other reading material.

4.2   The organizational set-up

As already stated above, CASAS is registered as a not-for-profit NGO organized as a trust. Its board of trustees normally consists of 7 members of high standing in society who are legal residents of South Africa. At the moment there are two vacancies, one due to resignation after

7 years of service for CASAS and one due to death. The board meets at least once a year to examine the financial status of the Centre, assess the annual achievement and approve the work plan for the coming year.

On the administrative level CASAS has two full time employees and several working on part time. The organization is headed by Professor Kwesi Kwaa Prah. As director he manages the personnel and oversees and coordinates the activities of the Centre. He is also responsible for generating funds for the Centre. This includes proposal writing.

In addition, Professor Prah coordinates the research activities CASAS is involved in. This includes coordination of the networks involved in the harmonization and standardization of African languages. As such he is the main editor and contributor to all CASAS publication.

As part of his role as director of CASAS, Professor Prah is also in charge of the public relation for the Centre. He therefore develops and maintains relation with various stakeholders such as research environments at universities and institutes, policymakers at the regional national and continental level as well as stakeholders in civil society and NGO's.

Also working full time at CASAS is Grace Naidoo, employed as secretary for Professor Prah and administrator of the Centre.

Qualification wise, Grace Naidoo has a high school diploma and has been working with CASAS for 7 years – that is since the beginning. Her function includes daily running of the centre and personal assistant to professor Prah. She is also responsible for daily book keeping and for coordinating the setting up of workshops, including contacting of members of the networks and travel arrangements. Grace Naidoo is also involved in the publishing of the CASAS books in the form of typing, layout for the manuscripts and even the illustration of the cover. She also handles the archives including contracts.

Also working at CASAS on a daily basis is Michelle Boysen. She works as a receptionist. Her duties includes making phone calls, taking care of the mail, selling books and going to the bank.

For security reasons CASAS has also hired a caretaker, Mr. Zico who lives on the property.

In addition to these regular staff members CASAS rely on the services of part time employees and external consultants. Anne Gray works part time with CASAS as book keeper and the centre also count on the services of Mr. Bester who is a financial consultant specialized in taxation advice. CASAS uses Schwemmer and Associates Company for auditing.

4.3   Funding and financial status.

In 1996/97 CASAS obtained a grant of 7500 USD from the German Foundation for Development (DSE) to produce a study on *African Languages for science and technological development in Africa*. This study incorporated surveys in a number of African universities, including the universities of Western Cape, the University of Namibia, the University of Botswana and of Lesotho. Then DSE gave a second grant of 7500 USD for the book *African Languages for the mass education for Africans*. DSE also funded two conference jointly set up by Professor Kwesi Kwaa Prah and Professor Neville Alexander at PRAESA. Out of the money that were granted, CASAS published the proceedings of the conference which was the

opening conference for the establishment of CASAS. The opening address was given by G. Beki . The publication was called *Between Distinction and Extinction*.

With regard to funding, CASAS' activities as a full scale research centre with an organizational set-up approximately as described above, started with seed money obtained from IDRC (east and west) and Ford Foundation West Africa. Both the IDRC branches provided 55.000 USD each and in addition Ford Foundation West Africa provided 70.000 USD, all grants to be utilized over a period of 2 years. With this financial support CASAS was launched. The money was used to rent two rooms and to contract a retired English secretary half time.

In 1997 CASAS was granted 22 000 USD from DSE and UNECA in cooperation to organize workshops on *language, gender, technology and science*. These workshops helped establish the concept of CASAS and its philosophy. During this period Professor Prah was still working as faculty at the University of Western Cape. He could not therefore be officially on CASAS' payroll. As time went on, however, the volume of work increased and the demand for travel for CASAS reached a level that made it difficult for Professor Prah to keep his appointment as faculty and work for CASAS at the same time.

A new phase in the development of the institution was entered when Professor Prah in 1998 was employed on a full time basis as Director of CASAS. During the period from 1996 to 1998, CASAS had had an average annual income from grants of about 100.000 USD per year.[13] The eight following years from 1999 to 2006, with CASAS now being formally established as a trust and Professor Prah and his secretary and administrator both working full time at the centre, the annual income of CASAS increased gradually from around 125.000 USD per year in the period from 1999 – 2001[14], to around 265.000 USD in the "top years" 2003-2004.[15] As can be seen from the diagram of donor support to CASAS (Appendix II), the organization has been supported by several foundations and governmental institutions in Europe, The US, Canada and Africa to carry out its activities.

The last two years around 40 % of the annual income has been allocated to salaries and other personnel related costs, while the hiring of language experts and organizing of workshops has been responsible for 25 % of the budget and publications and documentations between 5 and 10 %. The team of evaluators think that these figures reflect the already commented cost-effectiveness of CASAS' operations. Taking into consideration the number of languages clusters mapped, workshops held, orthographies, monographies and dictionaries published, there is no doubt that CASAS has achieved a lot with quite limited financial resources and definitely a very small staff.

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[13] Phase II in the diagram showing CASAS total donor support – see appendix II.
[14] Phase III in the diagram appendix II
[15] 3.030.000 Rand and 2.302.000 Rand in 2004 and 2005 respectively - see Phase V in the diagram appendix II and CASAS' report to Norad in 2005

5 Findings and Analysis

5.1 The relevance of CASAS work related to the role of mother tongue/familiar language in African Education/schools

The Pan African level

The African Union (AU) and Association for the Development of Education in Africa (ADEA) agree that you can not have improvement of quality of education if you do not look into the issue of African languages.

African Academy of Languages (ACALAN) was established in cooperation with the General Secretary of the African Union (AU) to promote the use of African languages in public life. At present ACALAN is looking especially into the promotion of all the cross border languages on the African continent.

It is the fundamental technical work needed to carry out ACALAN's agenda that is the special task of CASAS, namely the harmonization and standardization of orthographies for the various clusters of languages on the continent, most of which are crossing national borders.

Also the issue of lesser used languages is taken care of by CASAS, since the technical work of the harmonization project will include and help to preserve these languages also. This is so because CASAS is preoccupied with the mutual intelligibility between smaller endangered languages and bigger languages and clusters of languages. This allows smaller endangered languages to be used as spoken languages and at the same time be possible to write in a form that is intelligible for speakers of bigger languages.

The harmonization and standardization approach developed by CASAS is a very effective and at the same time fully scientific way of dealing with small local languages. It combines working with clusters of languages that are mutually intelligible, for instance by creating monolingual dictionaries for whole language clusters, and at the same working with orthographies that are common across the whole continent. Through this work whole regions of Africa can be linguistically linked. The concept here is not the absorption of smaller languages into bigger languages in one region, but in fact to protect these languages from distinction.

At present CASAS is working on languages and dialects where the mutual intelligibility is very high – for instance the southern African cluster of languages called Nguni (Xhosa, Zulu, Ndebele…)

The African Countries - the national level:

Informal Education

The use of African languages for literacy and development is until now first and foremost linked to the production of adequate material within areas such as the prevention of the HIV/AIDS pandemic and other health issues, agriculture and environmental issues, democracy, good governance and economic development. The availability of adequate

reading material produced by CASAS, for instance neo literate textbooks that are informative educative and empowering, will play an important role here once they are distributed in greater numbers in areas of great need.

In the case of HIV/AIDS, in addition to information material, also sensitization campaigns should be pursued for the prevention of the fait of HIV/AIDS within communities and regions as well as countries. All such campaigns should be conducted through languages that are familiar to the readers who are neo-alphabets. This has not been the case in Africa, because knowledge and information that the masses need have been provided in colonial languages such as French, English and Portuguese. These are languages which are not understood nor spoken by most people. Indeed, the lack of effective communication in basic education (i.e. formal and non-formal education) now has undermined investments in African development. On the other hand, the production in languages that people can understand and read of materials related to the prevention of HIV/AIDS and information to people who are HIV/AIDS-positive on how to live longer with the disease in communities in Africa, is in itself an important contribution to development in Africa. At the same time it is fundamental work in the effort to prepare African National languages for a more significant role in education in a somewhat longer time perspective.

Formal Education

CASAS has an indispensable role in creating a platform for the use of National languages in schools. Many of the familiar, local languages that are spoken in African communities and that would be the first choice for parents and school teachers as language of instruction and literacy, are so small that it is economically not feasible to create school material for all of them or guarantee teachers with sufficient knowledge of a sufficient number of separate orthographies to secure high quality teaching for all varieties. Working with different dialects or mutually intelligible languages in one classroom, becomes a lot more realistic when these languages are connected and documented in monolingual dictionaries and are written in one and the same harmonized orthography.

In fact, there is at present a revitalization of the use of national languages taking place in both formal and non formal education in several countries in Southern Africa like South Africa, Malawi, Zambia, Botswana, in the northern and eastern regions such as Eritrea, Ethiopia and in several of the countries in Western Africa like Mali and Burkina Faso. In some of these countries there are laws that promote the use of national languages for basic education. However, in many countries the development work of African Languages needs to take place before the implementation. The technical work that CASAS' network in the countries and the work experts form various countries are doing, are fundamental before effective implementation of the policies can take place. Therefore the work done by CASAS, in close collaboration with their experts who are working with the networks in the various regions and countries, is very relevant for the use of mother tongues and familiar languages in African education and Schools.

CASAS produces not only reading material, but also highly indispensable teaching aids for the development of literacy, like monolingual dictionaries and published harmonized orthographies. In this way CASAS contributes to the development of a literate environment in African Schools and communities. At present CASAS has started discussions with the

University of Kwa Zulu Natal to start production of textbooks in different subjects for both secondary school and for the undergraduate university level. Similar discussions have recently been initialized with the University of South Africa. In this way harmonized orthographies for the Nguni cluster of languages will soon be disseminated at a higher scale in the formal education of SA.

5.2   Output of CASAS activities

Scientific knowledge

The output of CASAS activities so far has been very impressive and indeed significant through the harmonization project activities. CASAS has mobilized networks of linguist experts in southern and western Africa and has organized together with these networks series of workshops. Out of these workshops CASAS has produced harmonized orthographies for 9 languages.

Through the same networks CASAS also has started to publish monolingual dictionaries.

Papers prepared by the researchers of the network for the workshops have also been published in occasional papers and are now part of the academic literature in this field of knowledge.

The role of CASAS' research methods in relation to linguistic diversity

CASAS had developed a methodology for making harmonized orthographies. Through the harmonization processes and production of new knowledge, this methodology has been discussed among the scholars and revisions and improvements have been made during the course of the work. The fact that CASAS has produced a methodology which is pre-reviewed and validated, facilitate not only the further work of CASAS but can be used also in other African language harmonization projects.

According to colleagues interviewed, CASAS' linguistic research activities are unique in the sense that it is the first major project which addresses in a very systematic way and from a scientific linguistic perspective the issue of multilingualism in Africa. Prior to the work of CASAS, it was difficult to discuss the harmonization of dialects even at the national level. By working on cross-border languages and with native speakers and well respected African linguists, CASAS has managed to influence in a positive way a new examination of concepts such as language, dialects and language clusters. By creating the network CASAS offers to the researchers who are part of the network an opportunity to address the harmonization issue from two perspectives: national perspective by harmonizing the dialects spoken within national borders and regional perspective by addressing the issue beyond the political boundaries. Therefore, CASAS engages linguists and language specialists to analyze dialects and language clusters from linguistic perspective because it is important to establish linguistically the relationship between dialects of the same language. Secondly, it also helps African linguists to analyze socio-linguistic issues related to language and identity formation, language and socio-cultural issues in a way that is more complex.

It is quite refreshing to listen to a less emotional argument provided by Dr Haidara about the possible impact of the harmonization project when he was asked about the possible consequences of harmonization and actual use of the harmonization work when there already

exist national standards for a given language (ex. Bambara, a standardised national language of Mali vs. Montanan, a language cluster, in the CASAS terminology, which includes Bambara). As the Coordinator of the pedagogical unit in charge of the promotion of Pedagogue Convergent and bilingual schools in Mali, a speaker of Bambara and Songhoy, he said that the harmonized orthography of Mandingo languages such as Bambara, Jula and Mandenka should be viewed positively as it does not alter the way people speak. He believes that the existence of harmonized orthographies will help in the enrichment of a language. A dictionary can have for one entry several synonyms as vocabulary words, and each speaker of a dialect will be able to find in the dictionary a word written in the way she or he pronounces it. Dr Haidara reminds us that while all languages and cultures must be preserved, it is a normal linguistic process that the dialects or languages whose speakers are prolific writers are eventually going to influence how people write and speak. This is not an African phenomenon but this is a linguistic phenomenon related to the development of literacy, literary and also scientific achievement. In the case of Mandingo languages such as Bambara, Jula and Mandingo or Zarma-Songhoy and Dendi, Dr. Haidara thinks that the first aspect that must be addressed is acceptance of the orthographic rules by all stake-holders and their willingness to revise the national standards in order to integrate whenever possible the rules of the harmonized orthographies. He stated that the grammar of the dialects of the same language does not change, even if the degree of intelligibility of the dialects is limited. However, just like Monaka from Botswana, Haidara believes that the rules of the harmonized orthography of Bamanankan should be known by linguists and writers and teachers across national borders, and the orthography must be tested in non-formal education and its use and effectiveness (i.e. easy to read and write in such orthography) must be assessed before a major policy decision that promotes it is undertaken.

From the interviews, and also reading of a couple of articles produced by Colleagues from the CASAS' networks, one can comfortably state that CASAS applies methodological procedures that are required for reliable scientific work in descriptive linguistics. The data used by CASAS for the harmonization of cluster languages are produced by not only native speakers but also well respected African linguists who have extensively published in national, regional and international peer reviewed journals such as the West African Linguistic Journals and Journal of Linguistics. Most of the researchers involved in the CASAS networks are either lecturers in African universities or Western universities.

There are other linguists who are not involved with CASAS whose studies reflect some divergent views about aspects of CASAS work or approach. One should, however, mention that we have not yet found any articles or colleague who has a significant critique about the quality of CASAS' work. Most of the argument lies in the involvement of all stake-holders in the process of producing the orthographies (i.e. a socio-linguistic argument), rather than an objection on descriptive linguistic ground which would have made the whole enterprise and the financial support from NORAD or any other donor very problematic. Therefore, after the interviews and the review of literature, it is our position as reviewers of CASAS that we can say that CASAS' work is viewed not only by us but also most African linguists as a high quality work. We would also say in agreement with our Colleagues interviewed that CASAS should work closely with all organizations that are involved in the various countries with language harmonization and the development of orthographies. CASAS should no longer wait until it has finished the production of harmonized orthographies before it involves other

stakeholders such as the national language boards, the churches or other parties interested in the same issue. In his paper presented in Oslo during the LEA conference held in June 2006, Samukele Hadebe argues that there are lot of advantages for harmonizing cluster languages such as his mother tongue Ndebele and Nguni languages. However, Hadebe[16] also warned us that

> "The shift of focus from the standardization of individual Nguni languages to their collective harmonization into possible Standard Nguni is a significant language planning activity. If successful, as it should, it would be one of the major language engineering feats in Southern Africa in modern history. It promises a number of advantages, especially educational and most importantly, a unified Nguni stands a better chance than any of the individual languages in containing the linguistic hegemony of English in Swaziland, South Africa and Zimbabwe. Notwithstanding these practical advantages of a unified Nguni, in my view, there must be an ideological motivation that is pervasive and incorporates both the elite and the general populace for the harmonization project to be meaningful and worth the effort that it entails".

Research networks

The mode of operation used by CASAS for the harmonization of African language orthographies led to the creation of a research network of African language specialists and linguists in West-Africa, Southern and Eastern Africa.

Textbooks and teaching material

On the basis of the new orthographies, CASAS has organized workshops for writers and teachers in order to write a number of textbooks and teaching material for each language cluster.

5.3 Impact

Impact on the academic scientific environment in Africa

Through this networking a new culture of communication has been developed among Africanists and African linguists. For the production of a harmonized orthography for a particular language cluster, CASAS requires that the participants would produce an academic paper related to one of the languages involved. The papers are read and discussed during the workshops. The discussion help linguists and language experts determine the degree of mutual intelligibility between the languages involved, but also the relevant issues that must be taken into consideration before harmonizing the orthographies. The emphasis on paper presentation in the CASAS workshops has promoted intellectual rigor and accountability. The textbooks coming out of these workshops are now used for teaching in institutions of higher learning in Africa:

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[16] Samukele Hadebe (2006). From Standardization to Harmonization: A Survey of the Socio-linguistic and Political Conditions for the Creation of Nguni in Southern Africa. Paper presented at LEA Conference June 2006. Oslo, Norway: Oslo University.

Language across Borders (Book series No. 12- authors' comment) and other titles are used in universities now. At the same time they are being distributed to ordinary users. The Library at the university (at University of Western Cape – authors comment) will now buy a number of orthographies and other CASAS titles. Both undergraduate and graduate students buy them for their courses in linguistics after I recommended them. In this way we try to link theory and application. When the students see the orthography being applied in a text in a language/dialect other than their own local language and they can understand it, they get interested in orthography. (Professor Felix Banda, University of Western Cape interviewed 27'th of June 2006 at CASAS)

The use of CASAS academic books and papers contribute significantly to the transformation of African languages and curriculum and it contributes to the overall africanization of the higher education in African higher learning institutions.

There is also an emergence of cooperation in the doctoral degree programs across Africa, particularly in respect to supervision and examination of postgraduate and doctoral students. This has been observed to be a breakthrough in breaking language barriers between English speaking and French speaking linguist in Africa serving in various African universities.

Actual cooperation with other stakeholders and cooperation with and influence on the Policy Development of Ministries of Education

Language planning is, according to Joshua Fishman (1974:79), the organized pursuit of solutions to a language problem. Some of these problems include the retention of an official language, the choice of languages of instruction in multilingual settings like the majority of African countries, reform or development of writing systems, production of reference grammars and textbooks. Consequently, language planning can be divided into two main activities. They are namely *language **status** planning* activities and *language **corpus** planning* activities. Language status planning focus on policy matters that involve the choice of official languages, selection of a standard language and allocation of different function to different languages. Such activities are generally carried out by government officials, politicians and government bodies such as ministries of education. In most African countries, language status planning activities are carried out by policy-makers. In each country, there exist national language boards. These language boards are composed of native speakers and specialists of the national languages. In general, most of the language policies advocated by the governments are undertaken in consultation with these national language boards.

On the other hand corpus planning relates to what Haugen (1966) called the activity of preparing a normative orthography, grammar, and a dictionary for the guidance of writers and speakers. Corpus planning activities are usually carried out by linguists and language specialists such as writers. National language boards are often normative agencies that validate and promote new orthographies and make suggestions on how to promote their acquisition among speakers. CASAS, for example is involved primarily in corpus planning activities as a research institution. Its main focus is the study of African languages and the production of harmonized orthographies. During the second interview we conducted with Professor Kwesi Prah, he reiterated the main goal of CASAS with regard to the harmonization project, namely the description of cross-border languages by native speakers who have extensively studied these languages and the production of harmonized orthographies. It

should be pointed out that all the linguists who are involved in CASAS network are also members of language national boards in their respective countries. In that respect, they individually act as focal point. It is expected that they will also work in promoting at the national level the orthographies and the orthographic rules agreed upon for the cluster languages.

The use of the harmonized orthographies must be carefully planned in order to facilitate their utilization among speakers who are used to applying different orthographic rules to write their languages. In order to determine how the orthographies produced by CASAS and its network participants can be effectively used in African countries, we conducted additional interviews with linguists and policy-makers from the Ministries of education in Mali, Burkina Faso and Niger. We also interviewed Colleagues from ACALAN in order to determine the type of collaboration ACALAN and CASAS can develop in order to promote not only the use of the harmonized orthographies but also the scientific resources that CASAS possesses in order to promote the development and use of African languages for education and development. .

With regard to what type of collaboration ACALAN and CASAS can develop, the President of the Academy, Mr. Samassekou, stated that it is first important to understand the objectives, functions and activities of the institution. He sent us ACALAN's mission statement and other relevant documents from the African Union in which the question of language policy for education, culture and development are discussed (see Appendix V ACALAN Status).

According to Mr. Samassekou, as a research institution, CASAS has undertaken the groundwork on which ACALAN, a political institution, which deals on matters related to language planning and language policies in Africa, should build on. He stated that Professor Prah has consulted him from the beginning of the project and he has recommended Professor Boniface Keita as an imminent linguist from Mali. Besides he suggested that all the majority linguists who belong to the CASAS network are also resource persons for ACALAN and they are members of national language commissions from their respective countries. Mr. Samassekou said that at the end of September 2006 ACALAN is organizing a meeting at Johannesburg, and Professor Prah is already invited as a resource person. At this meeting which will gather policy-makers and linguists from Southern African countries, CASAS' African language harmonization projects will be presented and participants will examine strategies that each country will adopt in order to determine how to use the orthographies produced by CASAS' networks. He reminded us that the promotion of new orthographies or orthographic rules is a delicate issue that must be dealt with by taking into consideration not only the individual language development but also political factors.

With regard to ADEA, Mr. Samassekou stated that it does not deal directly with language policy issues. The role of ADEA is to promote effective policies in education in Africa. ADEA works in close partnership with ministries of education and since its birth, ADEA has not only recognized UNESCO's 1953 recommendation related to children's right to be educated in their mother tongues. It has also through various high level meetings on language policies encouraged ministries of education to promote the use of African languages as languages of instruction. ADEA works in close collaboration with ACALAN to promote the use of African languages in education. Therefore, the main interlocutor of CASAS is ACALAN at the continental level.

The suggestions made by Mr. Samassekou were echoed by other highly respected linguists interviewed. Both Professor Nikièma from Burkina Faso and Dr Youssouf Haidara (linguist and head of Language Pedagogy Unit at the Ministry of Education, Mali) said that CASAS has made a significant contribution to linguistic research in Africa. For Professor Nikièma, who participated in one of CASAS harmonization meetings, CASAS moved African linguists from a discussion on alphabet to a more advanced analysis of the languages in order to develop orthographies that facilitate reading across dialects. Both Professor Nikièma and Dr Haidara said that in spite of these advantages presented by the harmonized orthographies, their use may be compromised if they are not presented and accepted by national language commissions. They suggested that in each country, CASAS and its network members should make some efforts to present the orthographies to all the stake-holders, namely the national language commissions, literacy programs, churches and other institutions that use African languages for communication, literacy and education. These proposals are similar to the ones made previously by Professor Neville Alexander with regard to Southern African countries. We should also remind the readers that Professor Alexander told us that the use of new orthographies for formal education is decided by the National Language Board. Ambrose, Read and Vic Webb (1998) published on the web the transcript of a discussion about the standardization and terminological development of South African languages. This discussion facilitated by Ms. Malimabe from the University of Pretoria, is very informative as it provides some information about institutions that deal with language policies and harmonization issues in South Africa and also what process and what type of collaboration researchers and research institutions such as CASAS should develop with Pan South African Language Board (PANSALB) in order to disseminate the results of both corpus planning and language planning research such as the study of cluster languages and the production of harmonized orthographies. It should be pointed out that in South Africa,

> "PANSALB promotes multilingualism in South Africa by fostering the development of all 11 official languages namely Afrikaans, English. isiNdebele, isiXhosa, isiZulu, Sepedi, Sesotho, Setswana,SiSwati, Tshivenda, Xitsonga. PANSALB encourages the use of the many other languages spoken in the country. PanSALB is mandated by law to investigate complaints about language rights violations from any individual, organization or institution"[17].

From the discussion transcript, the workshop participants made valuable suggestions about how to disseminate in an effective way. Such measures can be minimizing political problems among various stakeholders such as linguists, speakers and language boards, churches and educators or informing about the results of linguistic research on standardization or any other aspects that impact on the use of a particular written form of a language or cluster languages such as Nguni, Tsivenga and Xitsonga. It is, therefore, our understanding that as PANSALB is officially responsible for the standardization of African languages through its various language group, it is expected that CASAS work related to the harmonization of South African languages should be made available to PANSALB for examination and appropriate statement about how to disseminate these orthographies. This is also the suggestion made by Professor Neville Alexander founder of PRAESA. For him, bilingual programs such as PRAESA may benefit from CASAS work when the orthographies are reviewed by

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[17] http://www.southafrica.info/ess_info/sa_glance/constitution/pansalb.htm

PANSALB and also when PANSALB and all stake-holders determine how to appropriately use the harmonized orthographies.

Similar suggestions are made in Botswana by K.C. Monaka from the University of Botswana with regard to harmonization of the orthography of Shekgalagarhi, a language which is classified as a dialect of Sotho-Tswana by various linguists such as Chebanne (2003) and Tucker (1929) and Vail (1991). Monaka, who is a native speaker of Shekgalarhi, argues that this is a language and not a variety of Sotho-Tswana, and it should have its own harmonized orthography as it has also several variants or dialects. The author however recognized that the Shekgalagarhi and SeSotho and Setwana belong to the same language group. Therefore they can be classified as belonging to the same language clusters in the same sense that CASAS classified most Bantu languages. In order to avoid resistance among speakers of Shekgalarhi, Monaka stated that in Botswana, a coalition of not for profit organizations called RETENG and the Multicultural coalition of Botswana, organized a couple of workshops with all stake-holders (linguists, missionaries, educationists, newspaper publishers) in order to analyze the situation of Shekgalarhi and decide how to go about producing a systematic and harmonized orthography of the language that is accepted by all interested parties. Professor Chebane was one of the workshop organizers. The orthography produced was tested by the Lutheran Church as reading the bible and conversion seems to be a primary literacy activity related to Shekgalarhi. Monaka argues that the primary intention of the workshop organizers such as himself and Professor Chebane, who participates actively in CASAS harmonization activities, was to

> "Create informative and constructive dialogue between the diverse dialectical speakers of the language, the missionaries and the linguists….It is believe that Shekgalarhi even in its diversity can be codified and harmonized on the basis of , principally, linguistic considerations, as well as other social factors….

More specifically Monaka argues that

> "The creation of language awareness in the community is something that should not be left to the end. This is a crucial element which is necessary for avoiding a situation where the development of a language could be viewed by speakers as "their" (i.e. linguists and missionaries, etc.) problem. Linguists and missionaries do not want to come up with a product that will be rejected by the community and be viewed as "their product".

Monaka went on and presented two practical strategies that were used in Botswana to inform the speakers and readers and test the new orthographies. He said that language awareness developed among speakers of Shekgalarhi who read Mokgosi[18] through the publication of articles using the new orthographies in that newspaper. Secondly, the Church also published hymnal booklet called "A He Epele" in order to test the new orthographies. Here it should be pointed out that since the national language policy does not recognize Shekgalarhi as a national language but a dialect of Setswana, literacy serves more a religious purpose. Therefore it is understandable that the best way to experiment the effectiveness of the new orthography is through biblical materials or non-formal education materials as suggested by Monaka.

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[18] a newspaper written in Setwana

How does CASAS influence policy development within Ministries of Education?

According to colleagues interviewed, from former Minister of Education Samassekou and founder of ADEA to linguists and Researchers such as Professor Nikièma and Dr Haidara who has played a significant role in promoting formal bilingual education in respectively Mali and Burkina Faso, CASAS as a research institution influences policies by providing quality and research based instruments deriving from corpus planning. One of the main arguments used to not promote African languages as means of instruction, is the inexistence of reference documents such as language description, reference grammars, dictionaries and orthographies. Therefore, as argued by Professor Nikièma, by producing such documents for major languages such as the cross-border languages, CASAS contributes effectively to the promotion of African languages. It also, in a more practical way, provides pedagogical resources that the ministries of education need in order to promote bi/multilingual education. Without scientific linguistic research on African languages and without particularly reference materials, mother tongue education is not conceivable. This situation has, indeed, prevented many countries even the ones such as Niger and Mali which have enacted laws in favor of bilingual education, to expand this policy beyond the lower level of primary education.

What we can retain from the above discussion, or more specifically, from the telephone interviews with linguists and policy-makers who participated in CASAS activities or are indirectly aware of either CASAS activities or issues related to the harmonization of African languages, can be summarized as follows:

1) CASAS' work is very much appreciated and, one should point out, is positively assessed by most African linguists and policy-makers (even though some of the conclusions of CASAS' research activities, particularly those of Professor Prah, are not totally shared by the people interviewed)[19];

2) Policy-makers as well as researchers clearly view CASAS' work primarily as part of corpus planning activities that must be carried out at both national, regional and continental levels in order to formulate adequate language policies for education and development in African countries;

3) While CASAS is not involved directly in language status planning, the use of the harmonized orthographies can positively influence the promotion of African languages in education. Therefore, CASAS' research activities and results should be made available to national language boards for examination, discussion and determination of how to use them to enhance whatever the language boards are already doing.

4) Researchers who are active participants in the CASAS networks should make their work known to other researchers and NGOs such as local language organizations, universities and national literacy programs and churches (Lutheran Church, SIL, and Catholic Churches) which are working on the same matter. In particular, they should make CASAS' work

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[19] For example Mr. Samassekou highlighted that while he strongly thinks Professor Prah's work is impressive and much needed by ACALAN, there are some conclusions that he may not share. We should point out that he has not elaborated on specific points of divergence.
In Oslo, some of the Colleagues from South Africa and Zimbabwe also made similar suggestions.

known to the national language boards. The boards have significant impact on language policies. At the present time, people interviewed in Mali, Burkina Faso, South Africa suggest that this aspect is not well addressed and they encourage CASAS to examine ways to address it.

Impact on LOI in the educational systems in African Countries

To have an impact on language of instruction policies in the educational systems of African Countries, both bottom-up and top-down approaches are important. In the case of CASAS, the harmonized orthographies already produced, both need to be disseminated into formal and informal educational arenas by means of texts of various types, while they at the same time must be introduced to government and policy making institutions such as the national language boards in order to gradually gain influence on the LOI situation in African education.

First commenting on the bottom up approach, we refer to Professor Felix Banda from University of Western Cape, one of the contributors to the CASAS harmonization and standardization project and a member of the Southern African network. Asked about the major challenges confronting CASAS in the dissemination enterprise, Professor Banda answers:

There are three major challenges.

1. People don't want to change. They say: "we'll end up using English anyway, and that's OK with me". But what people don't seem to understand very easily is that CASAS has no intention to change the way people speak.

2. Funding is a second problem. Malawi, Swaziland, Mozambique, Zimbabwe, Botswana and South Africa – all these states have recognized several national languages and have decided to promote national languages in primary education, but they have not prepared budgets and there is no money for the production of teaching material and training of teachers.

3. Procedures for implementation are a problem. School authorities, teachers and parents tend to be conservative as well. You have to approach and convince the right people – those who see the point and want to try something new. Because many people are positive after all. The curriculum development centre took some of the CASAS material I brought and they became very interested.

Concerning the CASAS strategy for disseminating harmonized orthographies, Professor Banda states the following:

- The workshops with writers are a very good start. On the basis of the texts produced, teachers can start teaching in the new orthographies.

- Maybe some policymakers should be invited in on these workshops – to give approval of the project and some recognition.

- To us linguists it should be emphasized, that making the orthographies easy, in itself is a dissemination strategy.

- Creating monolingual dictionaries for each cluster with cross-references between synonyms from the various languages and dialects helps to increase significantly the number of readers and of schools which can use the same reading material.

- Cross-cluster orthographies should also be encouraged. Such orthographies could greatly increase the number of readers and make it a lot easier to produce both teaching material and books in general.

Concerning the top-down approach to influencing LOI policies by way of the CASAS harmonization and standardization project, the team would like to refer to Professor Neville Alexander, the director of PRAESA, South Africa, and hear his opinion about the possible impact of the project.

The Project for the Study of Alternative Education in South Africa (PRAESA) is an independent research and development unit attached to the Faculty of Humanities at the University of Cape Town. PRAESA is also working on African languages, but differs slightly in perspective compared to CASAS. PRAESA was established in 1992, Since 1995 it has focused on language policy in education and has taken a similar position as CASAS in promoting the use of African languages as language of instruction in schools[20]. Today, the rationale for the project's research and development activities continues to be the democratization of South African society, particularly in the key area of language-in-education policy implementation. Focal areas of work include language planning and policy formulation at national and provincial government levels, in-service teacher education, developmental research into multilingual classrooms, early literacy, dual-medium primary schooling, language surveys, as well as generating publications and learning support materials. In this sense PRAESA is an important complementary institution to CASAS, since one of its foci has been to build network relations with and lobby with government institutions dealing with education in SA mainly, but also with important pan-African institutions and networks such as ACALAN and ADEA.

In fact Professor Neville Alexander at present is member of ACALAN's scientific committee and in an interview with the review team expressed great respect for the work CASAS is doing with harmonization of orthographies. He also judged the harmonization enterprise to be an essential and foundational contribution to the overarching project of making African languages the first choice for teachers and parents at all levels in the formal school system.

CASAS work contributes to ACALAN's and ADEA's overall goal of promoting the use of African languages as languages of communication for social, economical, political and cultural development in general and education in particular. The main goal for ACALAN, is to promote cross border languages and lesser used languages in Africa. ACALAN also seek to work with existing language and linguistic institutions in Africa to achieve its goal. According to professor Neville Alexander "CASAS is doing a pioneering work that must be taken care of by ACALAN". ACALAN will rely on CASAS network and its partners in African

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[20] See PRAESA's policy statement on African Languages in Education - in Appendix III; Extract from PRAESA homepage on the internet:
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universities and linguistic research institutes to carry out activities related to the promotion of the use of African languages.

The development of the CASAS network can have a positive influence on the cooperation between ministries of education and institutions of higher learning in Africa in the field of programs for the use of national languages in school and in terms of harmonization methodology and orthographic standards of language and language clusters.

Impact on the level of instruction and learning in society in general and in schools in CASAS' area of operation

Professor Felix Banda at University of Western Cape, member of the CASAS network and writer/contributor to several CASAS books:

> A personal experience from Malawi: I could perfectly well understand what people were saying when they were speaking in the Central Bantu language **cinsenga**, but I could only with great difficulties read what they wrote. The writing systems differ so much, both across national borders but also between regions and this creates a lot of problems in schools……
>
> Regarding teaching the alphabet in a multilingual community, the fine thing about harmonized orthographies and monolingual dictionaries developed for one cluster of languages, is that you can start teaching the pupils the alphabet from the first day in their own mother tongue or a local language even when the pupils speak different mother tongues and even when the teacher does not speak the local language - as long as she can understand it. Each pupil keep on learning in their own language and the teacher keep on teaching in a different but intelligible one………
>
> We are now working with non-mother tongue speaking students from SA, Namibia and Botswana, training them to write material in KhoeSan. These students are expected to plow back into their communities all they have learnt. Words from dying dialects are taken into the KhoeSan dictionary. When teachers teach the alphabet and produce material, they can use these words.

So, as far as impact in terms of actual use of CASAS material is concerned, the major field where CASAS books and material has come into use is in informal education. By producing harmonized orthographies and readers, CASAS is doing the foundational work for the promotion of the use of African languages as languages of instruction. And in some places, CASAS' teaching material is already in use. The books produced are used in some bilingual schools and in some adult education program for literacy and post literacy. Textbooks have been distributed to various NGOs involved in various kinds of development work such as agricultural extencionist work, health programs such as HIV/AIDS programs etc. water, sanitation and nutrition and awareness-raising projects on democracy, good governance and anti – corruption.

However, neither the present staffing nor the financial resources available at the moment allow for a more extensive dissemination, testing and monitoring of CASAS material. Even if the actual dissemination work to a great extent is being done by partners in the CASAS network, the mere coordination of the work and administering the distribution, demands a lot of manpower, and that is where CASAS now has a capacity problem.

In terms of formal education, CASAS' books has not yet anywhere been disseminated into the school system at a large scale, so impact on the formal education system therefore is still difficult to measure and assess. To a certain extent, according to Professor Prah, this must be seen in the perspective of the lack of regularity and the inadequacy of funds as well as the lack of skilled personnel at CASAS to take care of lobbying at the political level and carry out actual cooperation with schools. Dissemination – both in terms of marketing, implementation, monitoring and adjustments is a very time-consuming activity, and CASAS neither has sufficient funding for this year nor the right personnel available to carry this work out on a larger scale than it is already being done. On the other hand, the limited degree to which CASAS material so far has been disseminated into the school system, should also be understood as a result of a deliberate CASAS strategy on dissemination. CASAS has had conversations with ministries of education and other government agencies and institutions, but this has not been and should not be the only approach to be used. Instead one has used adult literacy classes, health classes etc. set up by NGOs and churches to test the texts produced within the project. As Professor Prah himself commented, "NGOs and churches don't create bottlenecks".

5.4 Sustainability

It is very clear to the team that the funds CASAS has received so far has been very effectively used. Given the amount of money granted and what has been achieved by CASAS, the team of reviewers is convinced that the Norad financial support has been utilized very satisfactory. This can be documented by the list of publication which comprises more than 100 titles (see appendix with catalogue of books) and the list of language experts from the network being mobilized for the harmonization project. This very fact indicate to the team of reviewers, that CASAS is both very cost-efficient and in addition well prepared to produce and function in situations of scarcity of funds in the future.

Over the last few months there has also been an alarming standstill of the former regular salary raises for the CASAS personnel to compensate for high inflation rates. The yearly salary raise is a regular phenomenon in South Africa. In fact, this year the director of CASAS also was forced to lower his salary about 15 % over several months to meet expenses of a necessary raise of his secretary's salary. CASAS was also compelled to cancel some of its planned workshops. These events and measures, exemplify the difficult financial situation for CASAS, an issue which will be discussed in more detail in the next chapter. But they also indicate that CASAS operates safely and with great flexibility in difficult times and has been conscious not to place itself in a vulnerable situation when it comes to the balancing of annual costs with probable annual income.

On the positive side when it comes to financial sustainability, the team would also like to mention that CASAS owns its own house, and therefore both has good control of its housing expenses and at the same time counts on a financial reserve that gives the organization a certain financial flexibility and makes it worthy of necessary credit if needed.

Yet the unstable income situation, due to dependency of donors who up till now has been unwilling to commit themselves to long term support, clearly imply a limited financial sustainability.

CASAS strong network of highly competent, dedicated and loyal partners within the relevant academic fields of the harmonization and standardization project, implies a high degree of sustainability in terms of personnel resources to draw on and of academic strength. But again, the mere planning and coordination of these processes of harmonization of orthographies require a lot of administrative and professional capacity, and here CASAS now seem to have a problem of sustainability. These research and implementation processes are very extensive and complex, and for the harmonization project to be sustainable in a longer time perspective, the director of CASAS should have the support of a deputy director on a fulltime basis to assist him with regard to the scientific and networking activities as well as the management of the institution.

6   Areas of Concern

Operational costs and funding

As mentioned in section 3, funding modalities and inadequacy of the support granted to the organization, is one area of major concern for CASAS. The unpredictability and inadequacy of the funds allocated to CASAS has hampered the mode of operation of the organization. Because of uncertainty of funding, it is practically impossible to have a long term plan. Several undertakings of CASAS, such as workshops of harmonization of orthographies, have been delayed or not carried out altogether due to lack of funding. This is even more problematic given that the human resource necessary to carry out the task, has been available and prepared to undertake the task. This problem was raised by all the linguists interviewed during fieldwork. There was also a serious concern within CASAS that lack of funding could jeopardise the incentive to continue and fulfil the foundational work of harmonizing orthographies. The director of CASAS was also concerned about the moral problem of taking advantage of the network member's dedication and enthusiasm for this important work. The team of reviewers will argue that CASAS so far has operated too much on the basis of a "missionary" philosophy. Highly dedicated and motivated experts have carried this work forward without sufficient payment or adequate incentive from outside. Even though it is an NGO, the team think it is dangerous to expect an institution like CASAS to sustain its activity for a long term based on this high level of voluntary involvement from experts who are already serving full time in their own institutions. This level of voluntary involvement is unattainable in a long term perspective.

Lack of sufficient fund had forced the CASAS director to mortgage his own house. Over the last few months there has also been an alarming standstill of the former regular salary raises for the CASAS personnel to compensate for high inflation rates.

The financial problems listed above cannot be solved by selling books. As an NGO, CASAS has a very low profit margin from sales of its publications.

Actual staffing and personnel needs

Staffing has been another area of concern for the review team. It is obvious for the review team that CASAS has been seriously understaffed in comparison to its level of productivity. It is articulated in section 3 the list of responsibilities and actual activities for both director and the secretary. The visit to CASAS and the interviews with the director also revealed that this level of activity can not be maintained in a regular framework of 8 hours pr day work situation. On average the director of CASAS work more than 10 hours pr day. This cannot be expected of any employee. The analysis of the situation indicates that more than two people should carry out the tasks currently performed by the director and his secretary.

Dissemination

The third area of concern for the review team would be the dissemination of the harmonized orthographies. The team is fully aware of that so far most of CASAS resources has been allocated to its primary mission of developing the harmonized orthographies, and rightly so. By involving linguists and language experts from various language networks and NGOs,

CASAS has begun the necessary grassroots work for disseminating these orthographies. However, the team of reviewers think a more systematic bottom-up- and top-down-strategy for dissemination for the orthographies should be developed. The main challenge for the dissemination process is the acceptability of the new orthographies. CASAS should therefore spell out an effective strategy to reach out to both formal and non-formal sectors that utilize African languages as languages of instruction. In this regard one could think of the need for CASAS to develop dissemination strategies at three levels: namely

1. the local NGO and school level,

2. the national level, in particular ministries of Education and

3. continental liaisons with Pan African organizations such as the African Academy of Languages (ACALAN) and the association for the development of Education in Africa (ADEA).

In other words, in devising the dissemination strategy, CASAS should identify and work in collaboration with all organization that have been involved in the promotion of the use of African languages in Africa.

7 Conclusions and recommendations

7.1 Conclusions

From the discussions above it is obvious that the CASAS activities place a significant role in the promotion of the use of African languages in education and development in general in Africa. CASAS focus on harmonization of African languages, in particular the development of harmonized orthographies, monolingual dictionaries and reading materials, which is critical and foundational technical work in the promotion of African languages as languages of instruction and means of communication.

The harmonization and standardization approach developed by CASAS is a very effective and at the same time fully scientific way of dealing with small local languages.

So far CASAS has produced harmonized orthographies for the 9 language clusters.

CASAS has also produced a monolingual dictionary for the Akan language in West Africa.

More importantly CASAS has also produced reading materials in harmonized orthographies that can be used in both formal and non formal education for the development of literacy among learners.

This is a pioneer initiative, given that up to now, information needed by people has not been available in the languages that the majority can speak and understand. Such information is usually written in the official languages such as English, French and Portuguese.

These reading materials cover areas such as HIV/AIDS, sanitation, agricultural extension, human rights, democracy and good governance. In addition to the production of harmonized orthographies and the development of its concept and mode of operation, CASAS has facilitated in Africa the creation of an effective network for African languages across the continent.

These networks involves not only linguists at universities, but also language specialists, teachers, development workers as well as other people and organizations which are involved in the promotion of local languages.

In terms of appropriateness of Norad's support to CASAS, the review team would like to emphasize that CASAS has not only met its target objective as stated in the agreement with Norad, but has actually gone beyond. This is indicated for example in its high level of scholarly productivity[21] and the number of African experts involved in its networks.

However, the team of reviewers has concluded that CASAS from now on (August 2006), while trying to step up its efforts to complete the clustering and harmonization work for the whole African continent within a foreseeable period of time (5 – 10 years), need to *strengthen* both its staffing and its financial basis. The last year (2005/2006) with a considerably reduced financial support, the research and publishing activity has necessarily been slowed down. Even though employees and network members have refrained from agreed salary (director), foreseen salary raises (secretary) and compensations for workshop participation (writers and

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[21] See a comprehensive catalogue with all published titles on CASAS' website *www.casas.co.za*

linguists), a number of workshops that should have been held – and could have been, technically speaking – had to be cancelled or postponed. Both the financial and organizational capacity of CASAS need to be strengthened considerably in order to catch up with the research, writing and publication processes already inspired and started up in the various African regions of present harmonization activity. This situation is the major background for the team of reviewer's unanimous decision to suggest a considerable increase in Norad's support to CASAS for the coming years. The argument being that CASAS need more long term and regular financial support and more abundant support to be able to step up its harmonization and standardization effort to a level that will have the work completed in reasonable time.

Regarding impact, the team would like to emphasize that CASAS has laid down a foundational work whose impact is multi-dimensional and its effects are long-term. Already at this stage in CASAS work, one can se a significant impact on areas such as the academic work in terms of research in African Languages. There is also an emergency of cooperation between African universities through the supervision of postgraduates and the examining of postgraduate and doctorial students work. Of interest is that this cooperation crosses the traditional Anglophone – Francophone - Lusophone borders that used to limit cooperation among African Scholars. In that effect the team consider this a positive trend that must be maintained and cultivated.

When it comes to its influence on policy development within the ministries of education, CASAS' work is highly appreciated although CASAS' mode of operation, so far, does not involve close and direct dealing/working with the MoEs. Based on the second round of interviews with policy makers as well as linguists and language specialists, the review team established that CASAS' work is primarily viewed as a necessary part of corpus planning activities that must be carried out at the national, regional and continental level in Africa. In other word, CASAS as a research institution, has, so far, indirectly influenced policy development by providing quality research-based instruments deriving from corpus planning. These instruments are said to be useful in not only providing a counter argument for not promoting African languages as a medium of instruction in schools, but also laying ground for the effective use of African language in education. In this regard, the review team would wish to point out that it is high time now that CASAS' mode of operation and its work should be brought much closer to the attention and operation of the ministries of education.

Though limited in scale, the scholarships (books, monographs, journals) produced by Linguists and language experts involved in the CASAS network, is being used as text books in African universities. According to our interview with Professor Banda at the University of Western Cape, the use of CASAS academic books and papers contribute significantly to the teaching of linguistics and African language courses. In that sense CASAS work also contribute to the africanization of higher education in Africa.

In order to promote effectively the harmonized orthographies, CASAS has strategically decided to start the dissemination of the orthographies and the reading material first in non formal education. The non formal education is the least normative domain while at the same time there is an urgency to disseminate information and knowledge for development among adult learners.

7.2 Recommendations:

To Norad:

1. The team highly recommend to Norad to continue its support to CASAS. In order to create consistency in the funding and facilitate effective long term planning for CASAS, the team also recommend the support provided to be long term. In the opinion of the review team, Norad should at least fund two periods/terms of five years each.

2. Norad's support to CASAS should cover the full salary for the director of CASAS, half the salary for a deputy director whom should be employed as soon as possible (see below) and in addition the cost of all workshops, publication of orthographies, books and monographs, library development as well as overheads and administrative costs needed pr year to speed up and complete the harmonization and standardization project.

3. Norad's contribution to the harmonization and standardization project should from 2006 and onwards have as its main focus the Eastern and Southern African regions as described in more detail in budgets prepared by CASAS (See paragraph 4 in this section and appendix III). In sum, the support needed to cover the above mentioned expenses, it stipulated by CASAS to amount to 560.000 USD pr year (approximately 3.360.000 NOK pr year).

4. While the need for the geographical focus of the Norad support to the Eastern and Southern African region is here reiterated and emphasised, the team recommends a high degree of flexibility to be granted on this particular support, precisely because of the nature of the CASAS activities. There are some aspects of CASAS's activities that cannot be confined or discussed within a particular region alone, for example the common principles in the harmonisation process. Certain languages are spoken not only across national borders but also across geopolitical regions like Central and West Africa for Fulfulde. These demands a common approach and therefore, involve the whole of Africa. One needs linguists from the whole of Africa. Thus, Norad support, though targeted to the Eastern and Southern African region, should be flexible to accommodate these types of activities.

To CASAS:

1. In relation to the above, the team strongly recommend CASAS to develop a well-detailed and realistically priced/costed 5-years work plan as a basis for its budget. In addition to guiding CASAS's operations internally, the work plan will also provide a useful framework for monitoring and evaluation of CASAS activities. Norad should therefore request a well-detailed and realistically priced/costed activities plan as a basis for its funding to CASAS.

2. For the harmonised orthographies, the team recommend CASAS to devise an effective and pragmatic dissemination strategy to reach out to both formal and non-formal

sectors. This should be regarded as a matter that requires immediate attention. From the review it is obvious that CASAS needs to at least develop a dissemination strategy at three levels, namely a *local level* – encompassing schools, local NGOs as well as religious organisations and institutions operating at the community level, a *national level* - especially involving/dealing with governments, in particular the national language boards and Ministries of Education, but also with institution, such as PRAESA in South Africa and thirdly a *regional & continental level* – reaching out to Pan African organisations and institutions such as ADEA and ACALAN.

3. With regard to dissemination, the review team recommends to CASAS to institutionalise and systematise continuous monitoring and evaluation of the dissemination process as a mechanism for the collection of regular feedback from the end-users, such as schools, local NGOs and communities. Among other things, this process will provide useful information on aspects such as communities' perception and reception of the harmonised orthographies, as well as how these orthographies are being used. In devising an effective system of continuous monitoring and evaluation of the dissemination process, CASAS may wish to consider requesting for technical assistance. Upon such a request, the review team recommend Norad to support CASAS accordingly.

4. Also related to dissemination, the review team challenge CASAS to devise a system to encourage and motivate researchers and language specialists in its networks to make their work known to other researchers and NGO such as local language organizations, universities and national literacy programs, the churches (Lutheran Church, SIL, and Catholic Churches) which are working on the same matter particularly the national language boards.

5. In addressing the understaffing situation of CASAS, the team recommend CASAS, with the financial support from donors, to employ at least two more staff members ; CASAS should appoint a Deputy Director on a fulltime basis to assist CASAS Director with regard to the scientific and networking activities as well as the management of the institution. Specifically, the review team recommends that Norad financially support the salary of the Deputy Director.

6. Given the not only pioneering and foundational nature of CASAS's work, but also its relevance and significance in education and development in Africa, the review team recommends the establishment of a specialised library on African Languages at CASAS. At this point, it is worth mentioning that CASAS has a space designated for the library at its premises which could to be developed.

To Norad and CASAS:

In light of the high level scientific work that CASAS is undertaking the team recommends that Norad supports financially CASAS in order to create a research fellowship that can be granted to African researchers and students who are interested in working on cluster languages and the harmonization project.

I. Terms of reference

Terms of Reference for Review of CASAS

RAF-2805 (RAF-05/025) Support to the Centre for Advanced Studies of African Society

1 Background

Centre for Advanced Studies of African Society (CASAS) was established in 1997, subsequent to a colloquium which took place under the auspices of the German Foundation for International Development in July 1996 in Cape Town, where the relevance and place of indigenous languages in African education was scrutinized. It was recommended that basic education, cultural empowerment, scientific and technological development in Africa will be more pragmatically realisable if the mother tongue or familiar language is given greater primacy in African educational and developmental approaches. Furthermore, a greater variety of educational materials need to be provided for basic education, literacy enhancement and out-of school youth.

CASAS is involved in research on standardisation and harmonisation of African languages, development of glossaries, wordlists and monolingual dictionaries, development and testing of textbooks, classification of African Languages on the basis of mutual intelligibility.

CASAS has a wide network of academics and linguists across the African continent. The CASAS network covers institutions in 90% of the countries on the continent and counts about 220 academics and linguists who have in one capacity or the other been part of the work of CASAS. A close network has emerged which is the primary work basis/capacity for the production of materials in the region. Most, if not all of the members of this network are academics based in their own institutions, but apportion some of their research time to the work of CASAS and are duly remunerated for their work.

CASAS is a non-profit making trust, registered under South African law. Its financial resources are sought from donor agencies. CASAS has received financial support from Norad/MFA in 2004 and 2005, amounting to respectively NOK 1 million and NOK 1.1 million. CASAS does not have any stable donor contributions, but relies on ad hoc funding from Ford Foundation, GTZ, UNESCO, amongst others.

Indeed there has been an increased focus on quality and relevance of education during the recent years. Most of available research state the importance of the choice of language of instruction for quality and relevant education.

The issue of language of instruction has been selected as one of the primary focus areas for Unit for Education, Norad. Unit for Education is currently working on a mapping exercise on language of instruction to have a better understanding and overview of resource- and research environment and persons, and policy and practice within the field. The objective for this work is internal capacity development in order to strengthen our dialogue with MfA/Embassies,

partner countries, and international partners on the issue, and thus contribute to put this issue higher on the education agenda. The first phase, which is finalised, is geographically limited to the policies and practices of "like minded" agencies and UN and World Bank. The work is to continue in 2006, with a focus on language policies and practices in African countries.

2. Purpose, context and intended use

The main purpose of the review is to assess the relevance and impact of CASAS' work, to look into the role CASAS is playing in the field of language of instruction on the African continent, and to make recommendations for possible future Norad support. In order to assess the importance, relevance and role of CASAS in the African setting, it will be necessary to get an overview of other networks and institutions in the field of language of instruction.

The review will also include an assessment of organisational issues of CASAS.

3. Scope of work

The review shall comprise, but not be limited to the following issues:

1. Assessment of the CASAS orientation and concept;

2. Assessment of the relevance of CASAS work related to the role of mother tongue/familiar language in African education/schools;

3. Assessment of the output of CASAS activities;

4. Assessment of the impact of CASAS activities, please refer also to point 7 below, i.e. what is the actual use of CASAS material/books?

5. What are the possible constraints and main challenges facing CASAS in its work on the language issue?

6. Assessment of CASAS' role and possible strength compared to other network in the field including its' possible complementarity and/or overlapping with other networks and organisations;

7. Assessment of CASAS' cooperation with other major stakeholders in the field;

8. Asses CASAS' actual cooperation with and influence on the policy development of Ministries of Education;

9. Assessment of the appropriateness of Norad support to CASAS related to Norway's goals, objectives and engagement in the education sector.

Administrative issues:

1. Assess the structure and working modalities of the organization;

2. Assess the priorities of the organization in relation to financial, administrative and professional capacity;

3. Assess the administrative and financial arrangements, including other donors' contributions;

4. Staffing.

4. Implementation of the review

Team

Consultants should have good knowledge of the field of the education sector in Africa in general, and language of instruction issues in particular. It is pertinent that one of the consultants of the team has linguistic background.

The team will consist of Hassana Alidou, Alliant International University, Øystein Lund Johannessen, SIK, and Titus Tenga, LINS. Øyvind Lund Johannessen will be the team leader. The team leader will have the main responsibility to carry out the writing and finalise the report.

Timetable

The review shall be executed within the period of 19th to 30th of June, including the Language and Education in Africa Conference (LEA) in Oslo, 19th to 22nd of June, and one week with CASAS, 26th to 30th of June. The week with CASAS will include a visit to the CASAS offices in Cape Town, South Africa, and observation at a CASAS conference in Zimbabwe. Report writing will take place after the field visit in Southern Africa. The total time frame is set to 20/17 working days per person, including 2 days of preparations, 5 days at LEA, 5 days in Southern Africa, 5/3 days of report writing, and 3 days travel time:

Hassana Alidou: 17 working days;
Øystein Lund Johannesen (team leader): 20 working days;
Titus Tenga: 17 working days.

In addition, if deemed necessary by Norad, a follow up phase will be executed during august in order for the team to be able to cover networks, institutions and individuals important for placing CASAS in its African setting/context. The timeframe for a possible follow up phase will be agreed upon between the team and Norad.

Methodology

- Documentation analysis of relevant material;
- Interviews with central stakeholders within CASAS and cooperating organisations. Contacts should be made with members of the CASAS network and other relevant actors, including Ministries of Education;
- Field visit to CASAS' offices and observation of CASAS workshop in Zimbabwe.

Relevant documents regarding the relation Norad – CASAS will be handed over to the team.

5. Reporting
A draft report should be completed 11th of July. The final report will be finalised and submitted to Norad upon agreement between Norad and the team, please refer to point 4 "timetable". The report should be written in English and include an executive summary with main findings, conclusions, and recommendations.

The report should appear both in electronic (PdF) format and in paper version.

Prepared by Hilde Thyness
Approved by Bente Nilson, Head of Unit, Unit for Education, 23rd May 2006

II. Record of CASAS Donor Support

Record of CASAS Donor Support
(Various Aspects of the Language Project)

Phase	Activities	Publications	Donors	Duration	Amount
		BS - Book Series; OP - Occasional Papers M - Monographs; N&R - Notes and Records			
Phase I (1991 - 1995) (Part-time) No Director's Salary	Researched and Produced 2 manuscripts	- African Languages for the Mass Education of Africans (BS7) - Mother Tongue for Scientific and Technological Development in Africa (BS8)	DSE (German Foundation for International Development)	2 years	US$15 000
Phase II (1996 - 1998) (Part-time) No Director's Salary	Harmonizing and Standardizing African Languages for Education and Development Workshop : July 1997 - Cape Town (RSA, Mozambique, Cameroon, Nigeria, Ghana, Lesotho, Kenya)	- Between Distinction and Extinction (BS1) - Language Institutions in Africa (BS5) - Cross-Fertilizing Vocabularies : The Case of the Nguni Languages (N&R1) - Mutual Intelligibility on the Languages of the Congo Basin (N&R8) - A Propos de la Graphie du Pluriel en Bambara (N&R11)	DSE (German Foundation for International Development)		US$22 000
	Clustering Languages (1998) - West, East, Central Africa		IDRC (Nairobi) *East Africa Work*	2 years	US$55 000
	Launch Workshop : Language, Concepts, Terminology and Discourse; The Impact of the Apartheid System on the Production and Reproduction of Knowledge in the Social Sciences and Humanities in South Africa : October 1997 - Cape Town (RSA, Kenya, Uganda)	- Knowledge in Black and White (BS2) - Ambivalent Adventure : Indigenization of Literacy Programmes in Africa (OP5) - Problematique de l'intercomprehension entre Dialectes ou Langues -Mali (N&R16)	IDRC (Dakar) *West Africa Work* Ford Foundation *West Africa Work*	2 years 2 years	US$55 000 US$70 000
	Classification of African Languages Research Workshop : March 1998 - Kumasi/Ghana (Benin, Togo, Central African Republic, Senegal, Ghana Liberia, Cameroon)	- The Deletion of the Article in Ivorian French (OP4) - Languages of the North West Atlantic (N&R10) - Speech Forms of Ghana (N&R12)			

Symposium on African Languages and the Challenges of African Development : March 1998 - Accra/Ghana (Benin, Togo, Central African Republic, Senegal, Ghana Liberia, Cameroon)	In Tongues (M1)	-
Language Research	- Ibibio Phonetics and Phonology (BS3) - Ngoñ Sekk : A Play (M2) - AkôjBpB iwe Kika Fun Ilé &kB Giga (M3)	
Classification of African Languages on the Basis of Mutual Intelligibility : June 1998 - Lome/ Togo (Benin, Togo, Ghana)	- Pratiques Langagieres et Esoterisme Linguistique Vaudou (OP2) - A Classification of the Languages of Benin (N&R4) - Les Langues du Togo, Mutuellement Intelligibles (N&R5) - Berber Languages / Dialects : Analysis of Mutual Intelligibility (N&R6) - Morocco, Tunisia, Algeria, Lybia, Mali, Niger, Chad	
Workshop : African Languages for Educational, Economic, Scientific and Cultural Development : October 1998 - Cape Town (Tanzania, Benin, Kenya, Burkina Faso, RSA, Ivory Coast, Morocco, Egypt, Cameroon, Central African Republic)	- The Classification of Languages in Zambia and Malawi (OP 1) - Perspectives and Dilemmas in the Study of African Development (OP6) - The Challenge of Expanding the Lexicon of an African Language : The Case of Kiswahili in East Africa (OP8) - Language Clusters of Burkina Faso on the Basis of Mutual Intelligibility (N&R2) - The Sudanic and Nilotic Languages (N&R3) - Arabic Varieties in North Africa (N&R 7) - Language and Dialects of the Ivory Coast (N&R9) - Language Clusters of Central African Republic on the Basis of Mutual Intelligibility (N&R13) - Language Clusters on the Basis of Mutual Intelligibility : The Case of Niger (N&R14) - Basic Data on African Languages in Kenya (N&R15) - The Classification of Ugandan Language (N&R 17) - Language Clusters of Chad on the Basis of Mutual Intelligibility (N&R18) - Language Clusters of Cameroon on the Basis of Mutual Intelligibility (N&R19)	

Phase	Activities	Publications BS - Book Series; OP - Occasional Papers M - Monographs; N&R - Notes and Records	Donors	Duration	Amount
Phase III (1998 - 2001)	Clustering and Harmonization Workshops Gbe Uniform Standard Orthography Workshop (GUSO): September 1999 - Benin	- The New Ewe/Gbe Orthography - H.B.C. Capo, 2000 (BS6)	Ford Foundation West Africa Work	3 years	US$375 000
	Harmonization of Orthographic Conventions in African Languages Workshop : September 1999 - Johannesburg (Kenya, Senegal, Benin, Mali, Morocco, Ivory Coast, Central African Republic, Botswana, RSA)				
	Language Research	- Rethinking African Arts and Culture (BS4) - Grammaire Yorùbá (M4) - Banso Koransan (M5) - Atumo-ede Fonoloji ati Girama Yoruba (A Dictionary of Yoruba Phonology and Grammar (M6)			
	Harmonization and Standardization Workshop : October 1999 - Lagos/Nigeria (Exclusively on Nigeria)	- Harmonization and Standardization of Nigerian Languages BS 19)			
	Africa on the Eve of the 21st Century Conference : Between War and Peace : November 1999 - Zanzibar				
	Gbe Uniform Standard Orthography Workshop : February 2000 - Accra/Ghana (Benin, Ghana)				
	Akan Harmonization Phase I Workshop : June 2000 - Abidjan/Ivory Coast	- Nyansapɔw (BS9)			
	Guidelines for the Revision of African Orthographic Conventions : July 2000 - Nairobi (Sudan, Kenya, Benin)	- Draft Document			
	Harmonizing the Orthographies of Zambian and Malawian Languages, Lilongwe Workshop: November 2000 - Lilongwe/Malawi (Zambia, Malawi)	- A Unified Standard Orthography for South-Central African Languages: Malawi, Mozambique and Zambia (MG11)			
	'Developing Sustainable Economic Capacity for Social Science Research in Africa' Workshop : March 2001 - Johannesburg (Zimbabwe, Ethiopia, RSA, Egypt, France, USA)				

Phase	Activities	Publications BS - Book Series; OP - Occasional Papers M - Monographs; N&R - Notes and Records	Donors	Duration	Amount
	Language Research	- Education, Literacy and Development in Africa (BS10) - Isetofabo Ninu Ise Awon Onkowekunrin Yoruba (M8) - Beginning Yoruba - Part I (M9) - "New" African Immigration to South Africa (OP3) - The Call to African Renaissance Through Xhosa Literature (OP9)			
	'Social Science and Humanities Research in South Africa : Looking Forward : March 2001 - Johannesburg (Exclusively South African)				
	The Southern African Languages Conference : April 2001 - Johannesburg (RSA, Namibia, Mozambique, Zambia, Malawi)	See Book Series No. 25			
	- Ministerial Meeting on the Implementation of the Acacia Initiative in Africa - Kampala - Content Development Initiative - Nairobi	- CD Rom (Ugandan Languages) on Soil Fertility, Medicinal Properties of the Neem Tree, HIV/AIDS, Biological Control of Insect Pests. - Pilot/Survey of Reaction to CD Rom (on-going)	IDRC -The Acacia Initiative (Ugandan Languages)		US$23 000
Phase IV (2001 - 2002)	- Maputo Workshop on the Harmonization of Southern African Languages (8th - 9th November 2001)	- A Unified Standard Orthography for South-Central African Languages; Malawi, Mozambique and Zambia. By F. Banda, A. Mtenje, L. Miti, V. Chanda, G. Kamwendo, A. Ngunga, M. Liphola, C. Manuel, S. Simango	Finnish Embassy (Pretoria)	1 year	EUR30 137
	- Workshop on a Unified Standard Orthography for South-Central African Languages: Focus on Zambia, for practioners April 2002, Lusaka, Zambia	- Language Across Borders: Harmonization & Standardization of Orthographic Conventions: South-Central African Languages. (Ed). F. Banda			
	- Director attends Workshop in Libreville, Gabon March 2002 and traveled on to Luanda, Angola - to initiate CASAS' work in West-Central Africa - Akan Technical Workshop for the Harmonization and Standardization of the Akan Orthography, 22-23 May 2002, Abidjan, Ivory Coast - Madenkan Orthographic Workshop 22-23 May 2002, Abidjan, Ivory Coast		Ford Foundation (Lagos)	1 Year	US$100 000

Phase	Activities	Publications	Donors	Duration	Amount
Phase V 2003 – 2004	1. To harmonize the orthographies of the following clusters of speech forms: a. Nguni cluster (Zulu, Xhosa, Ndebele, Tsonga/Shangaan, Swati) b. Sotho/Tswana cluster (Sotho, Pedi, Tswana, Lozi) 2. The publication of the revised orthographies 3. Baseline Studies on Khoisan and other minority languages	**BS – Book Series; OP – Occasional Papers** **M – Monographs; N&R – Notes and Records** - Rehabilitating African Languages (BS 18) - Speaking in Unison: The Harmonization of Southern African Languages (BS 22) - Writing African: The Harmonization of Orthographic Conventions in African Languages (BS 25) - Les Langues Africaines pour l'education des masses en Afrique (BS 29)	Ford Foundation (Johannesburg)	1 Year	US$103 000.00
2003 – 2004	1. The harmonization and standardization of Southern African languages 2. The production of literature for basic education 3. Literacy enhancement and education for illiterate adults 4. Production of educational materials for out of school youth	- Speaking African: African Languages for Education and Development (BS21) - Aspects of Cinsenga Tonology (BS 26) - A General Introduction of Ndebele Grammar (BS 37) - Miyambo Yathu Ndi Ufhlu Wa Amai (MG 14) - Tsogolo Lathu Lili Kuti (MG 15) - Cifunikilo Ca Maphunzilo (MG 16) - Matenda Wa Kalionde (MG 17) - Maghanze-Anyonyauka – Sighalieghe Waswaya (MG 18) - Matenda Ndi Zakudya (MG 21) - Madyedwe Abwino (MG 22) - Kupa Ulemu Wanakazi (MG 23) - Matenda Opatsirana (MG 26) - Udongo Ucinjiizha Matenda (MG 29) - Amalile Ayasuma (MG 33)	Open Society Initiative for Southern Africa (OSISA)	2 Years	US$200 000.00
	Research, data collection and publications regarding the integrative qualities of mother-tongue languages in Africa.	- Porquoi le Gabon doit invester sur ses langues vernaculaires (BS38) - L'orthographe harmonisee du Mandenkan (MG 24) - Donso Siriman (MG 27) - Sinbon (MG 28) - The Metamorphosis of the Historical Imagination in the African Novel (OP 19) - The Phenomenon of Noun Class Systems: the Case of Bantou (OP 21)	Ford Foundation (Special Initiative for Africa)	2 Years	US$125 000.00
	Khoisan Language Studentship Scholarship Scheme (for training Khoisan linguists)	N/A	Entwicklungspolitisches Stipendienreferat (Ecumenical Scholarships Programme)	1 Year	US$19 378.28

Year	Activities	Outputs	Funder	Duration	Amount
2004	1. Writers and Teachers Workshops x 3 2. The harmonization and standardization of XiVenda (2 workshops) 3. Preliminary work on Glossaries and Wordlists (2 workshops) 4. Publication of Educational Literature in Southern African Languages 5. Consultancy/Study on Font Production	Unifying Southern African Languages: Harmonization and Standardization (BS 32) - A Unified Standard Orthography for the Alan Languages of Ghana and Ivory Coast (MG 20). - A Unified Standard Orthography for the Nguni Languages of Southern Africa (MG 30) - A Unified Standard Orthography for Sotho-Tswana Languages of Southern Africa (MG 31) - A Unified Standard Orthography for XiTsonga/XiChangana (MG 32) - The English Language as a Culture Transmitter (OP 16)	Ford Foundation (Johannesburg)	1 Year	U$105 000.00
2004	To provide travel/subsistence, remuneration of a part-time management assistant for one year.	N/A	Ford Foundation (Institute of International Education)	10 weeks	US$9 250.00
2004 - 2005	Impact Assessment Survey of FM/Community Radios Using African Languages in Ghana, Mali and Senegal.	N/A	UNESCO	1 Year	U$12 000.00
2005	Norad and OSISA 1. 5 Teachers and Writers Workshops to disseminate and teach prospective writers and teachers how to use the new orthography and spelling system in the languages already harmonized in Eastern and Southern Africa, according to the project proposal 2. 10 CASAS publications are to be tested as adult literacy teaching materials in Eastern and Southern Africa, according to the project proposal 3. Within the grant period (one year) CASAS will produce through the work of its network in Southern and Eastern Africa 10 new publications based on the already completed orthographies 4. Production of an extended paper on the issue "Problems linked to linguistic policies and power relations within countries as well as between countries"	- Languages of Instruction for African Emancipation (BS 39) - Fɔlɔ Kita Maninkaw BS (31) - A Unified Standard Orthography for South-Central African Languages: Malawi, Mozambique and Zambia (MG11 - Reprint) - Kupiliana Kumamanga Dziko (MG 34) - Ririmi Rerhu (MG 36) - Kaphunzisilo na Kaphunzisilo ka Masamu (MG41) - Ahintirho Wa Yona (MG 42) - L'othographe Harmonisee des Langues Ghe du Ghana, du Togo, du Benin et du Nigeria (MG43) - Orthographe standard et harmonisée des langues Gur (MG 44) - Les langues du Gabon: données en vue d'une classification fondée sur le critère d'intercompréhension (N&R 20) - Language Policies and Power Dynamics in Africa: Problems Linked to Linguistic Policies and Power Relations Within Countries as well as Between Countries. (MG 47 - In Press) - Between Distinction and Extinction: The Harmonization and Standardization of African Languages (BS 1 - Reprint)	OSISA Norad	1 Year 1 Year	U$100 000.00 NK 1 000 000.00

Year	Project	Output	Donor	Duration	Amount
	1. Harmonization outstanding Southern African languages such as Shona varieties in Mozambique and Zimbabwe 2. Texts with harmonized standards available 3. Literature further produced for basic education literacy enhancement and education of adults and out of school youth 4. Writers and teachers workshops	- Childrens School Primers (MG48 – 57) - Bulu Ra Minsinya Ya Mihandzu (MG58) - Matsalela Yokatsa hi Xichangana (MG59) - Comparative Bantu Phonology and Morphology (BS40)			
2005	Research in Ghana, Mali and Senegal. Editorial work and typesetting of the manuscript from the research undertaken.	- Speaking African on the Radio (MG 45) - Parler africain a la radio (MG 46)	UNESCO	6 months	U$8 000.00
2005	Khoisan Language Studentship Scholarship Scheme (6 students)	N/A	Entwicklungspolitisches Stipendienreferat (Ecumenical Scholarship Programme)	1 Year	US$33 206.61
2005	Cost of one year Post-graduate work for training Khoisan mother-tongue linguist, Mr Blesswell Kure (1 student)	N/A	Ford Foundation (Institute of International Education)	1 Year	US$6 000.00
2005 - 2006	The Harmonization and Standardization of African Languages and the Production of Literature for Basic Education, Literacy Enhancement and Education of Illiterate Adults and Educational Materials for Out-of School Youth		Norad	1 Year	NKI 100 000,00

III. Provisional Figures for CASAS Annual Budget

THE CENTRE FOR ADVANCED STUDIES OF AFRICAN SOCIETY (CASAS), Registration No. 031-152-NPO

7 Nursery Road	P.O. Box 359
Rondebosch 7700	Rondebosch 7701
Cape Town	Cape Town
South Africa	E-mail: casas@casas.co.za
Tel: 021.689-9217	Website: www.casas.co.za
Fax: 021.685-0332	

Mr Øystein Lund Johannessen   27th June 2006

Prof. Hassana Alidou

Prof. Titus Tenga

Dear Sirs/Madam

Provisional Figures for CASAS Annual Budget

Following our discussions this morning and your request that I document our findings and projections towards a budget for CASAS I have below itemized and aggregated the figures as discussed and agreed. The figures are based on the understanding that Norad's support would be for the Eastern and Southern African component of CASAS' Africa-wide language project.

Salaries:

1.	Director of CASAS / Project Director	US$75 000
2.	Half of Deputy Director's Salary	US$30 000
3.	Research Associate (6 months)	US$30 000

Workshops:

1.	5 workshops (US$50 000 per workshop)	US$250 000

Publications

1.	10 books/monographs per year	US$100 000

Library Development

1.	Stock	US$15 000

Overheads and Administrative Costs

1.	(10 – 12% of budget)	US$60 000

TOTAL   US$560 000

Yours sincerely

Prof. K.K. Prah
Director

The Centre for Advanced Studies of African Society (CASAS)

IV. Policy statements from PRAESA on African Languages in Education - Extract from homepage

Most South Africans want (and need) to be proficient in English because of the immediate and obvious economic and social benefits of English. However most South Africans are unable to acquire a sufficient degree of proficiency in English under the present educational and social conditions so as to empower themselves. Many South Africans believe erroneously that to acquire this proficiency, their children should be taught through the medium of English from as early a stage as possible. Many speakers of (South) African languages undervalue their own first or home languages ('mother tongues'). There is a myth that only a few languages are capable of use for high status functions, for example in higher education, the formal economy and scientific, technological, political and philosophical discourse. A close relationship exists between economic development and the full functional use of indigenous languages at all levels of education. Equally, there is a close relationship between underdevelopment and an over-reliance on high status languages which are inaccessible to the majority of people. Ideally, for the foreseeable future, all South African schools should become dual-medium institutions in which the home language is sustained as a language of learning and teaching for as long as possible alongside a second LoLT, and in which additional languages are offered as subjects. A concerted campaign over the next decade or so is essential to shift the self-defeating language attitudes of the majority of the people. This will succeed only if both public and private sector initiatives are undertaken to give economic value, as well as political and social status to the marginalized - mainly African - languages.

The most critical issue currently is South Africa's capacity to implement the new language-in-education policy of additive multilingualism. This task is exacerbated by a shortage of suitably trained teachers and adequate materials for multilingual classrooms and a lack of empirical research into existing language practices and attitudes.

PRAESA therefore strives:

- To further an additive approach to bilingualism and biliteracy in education
- To raise the status of the (official) African languages, particularly isiXhosa in the Western Cape
- To assist teachers in coping with the challenges of working in multilingual classrooms
- To contribute towards a database of research relating to language policy, planning and practice.
- To initiate the development of materials for use with children in multilingual situations

V. ACALAN status (extracts of draft document)

Article 3 : Fundamental objectives of ACALAN

The fundamental objectives of ACALAN are as follow:

a) Promoting African languages;
b) Promoting cross-border languages;
c) Promoting vernacular(??) cross-border languages;
d) Strengthening cooperation between African States in the area of African languages;
e) Promoting African languages in all educational sectors;
f) Promoting African languages at international level;
g) Analysing the language policy in Africa;
h) Promoting a scientific and democratic culture based on the use of African languages;
i) Contributing to the harmonization of the economic, social and cultural development of Member States based on African languages, and in relation with partner languages;
j) Promoting the use of African languages as factors of integration, solidarity, respect of values and mutual understanding in order to promote peace and prevent conflicts;
k) Promoting African languages organizations on the continent.

Article 4: the functions of ACALAN

The functions of ACALAN shall be as follows:

a) **Giving impetus to research on African languages in close collaboration with all language research institutions;**
b) **Development and coordination of research activities on languages and establishment of consultation frameworks for researchers;**
c) **Collection and dissemination of the results of linguistic research;**
d) Enhancement of the results of linguistic research;
e) Provision of technical support to different Member States for the formulation and implementation of linguistic policy, particularly in the establishment and/or development of national structures for the promotion of African languages;
f) **Strengthening of regional African structures responsible for culture and oral tradition, with a view to partnership and complementarities;**
g) **Provision support for training researchers;**
h) Modernization of African linguistic tools through the use of New Information and Communication Technologies thus making it possible to effectively bridge the digital divide;
i) Promotion of the use of African languages in all areas of public life at national, sub-regional and international levels;
j) Promotion of the use of African languages as a medium and subject at all educational levels;
k) **Elaboration of a linguistic atlas of Africa;**
l) **Facilitation of the harmonization of teaching curricula for vernacular(??) cross-border languages;**

m) Archiving of documents and establishment of data banks relating to African languages;

n) Re-definition of African languages and partner languages relations;

o) Mobilization of resources for linguistic research;

p) Dissemination of information on linguistic research.

q) Performing such other functions consistent with the promotion of African languages.

Article 5: Activities

ACALAN shall conduct regular reflection on all issues pertaining to African languages in general, and vernacular cross-border languages in particular, through:

a) **advice it shall give at the request of public authorities, communities and research structures;**

b) studies it shall commission;

c) the formulation of and follow-up on recommendations emanating from its sessions;

d) the promotion of vehicle trans-border African languages at international level;

e) exchanges of views and information with foreign institutions pursuing similar objectives;

f) **Monitoring the implementation of linguistic standards.**

AFRICAN UNION

الاتحاد الأفريقي

UNION AFRICAINE

UNIÃO AFRICANA

Addis Ababa, ETHIOPIA   P. O. Box 3243   Telephone 517 700   Cables: AU, ADDIS ABABA

CONFERENCE DE L'UNION AFRICAINE
Sixième Session ordinaire
23 –24 janvier 2006
Khartoum (Soudan)

Assembly/AU/Dec. 91 - 110(VI)
Assembly/AU/Decl.1- 3(VI)
Assembly/AU/Recommandations (VI)

DECISIONS, DECLARATIONS
ET
RECOMMANDATIONS

**DECISION
SUR LES STATUTS DE L'ACADEMIE AFRICAINE
DES LANGUES (ACALAN)**

La Conférence :

1. **PREND NOTE** de la recommandation du Conseil exécutif relative à l'adoption du projet des statuts portant création de l'Académie africaine des langues (ACALAN), en tant qu'institution spécialisée de l'UA dont le siège sera basé à Bamako, République du Mali ;

2. **ADOPTE** le projet des statuts tel que recommandé ;

3. **EXHORTE** les Etats membres, les Communautés économiques régionales (CER), les partenaires et les autres organisations à fournir leur appui à la Commission de l'UA dans la promotion des activités de l'ACALAN.

VII. ACALAN Mission Statement

Lancement des activites de l'academie africaine des langues (8 Septembre 2001)
Mission et Vision de l'Académie Africaine des Langues*
Ayo BAMGBOSE

Dans la plupart des discussions sur le statut des langues africaines aujourd'hui, particulièrement entre les spécialistes de langues, une expression qui revient constamment est la revalorisation de nos langues. Cela veut donc dire que les langues africaines avaient jadis un rôle et une vitalité qui n'ont pu résister à l'impact du colonialisme.

Avant la colonisation, les langues africaines constituaient les seuls moyens de socialisation au sein de la communauté linguistique, et de communication au sein et en dehors du groupe. Jamais il n'avait été question de stigmatiser sa propre langue. En fait l'expression de la culture était intimement liée à la langue. Aujourd'hui, la situation a changé. Les langues européennes importées qui étaient celles de l'administration coloniale, ont éclipsé les langues africaines, et sont devenues le mode préféré de communication dans presque tous les domaines. Il n'est pas rare de rencontrer des enfants africains élevés dans la langue anglaise ou française, même à la maison, et beaucoup d'adultes africains à l'aise dans leur langue maternelle mais incapables de la lire.

L'effet le plus pervers du statut de domination des langues importées est la marginalisation des langues africaines et l'attitude négative qui s'est développée par rapport à leur utilisation dans certains domaines. Par exemple, très peu d'Africains sont convaincus qu'il est possible de dispenser une bonne éducation au-delà de l'enseignement primaire dans leurs langues maternelles. Cette attitude est le résultat de décennies d'enseignement et d'apprentissage dans les langues importées et pratiquement à tous les niveaux du système éducatif. Ceux qui sont lettrés seulement dans une langue africaine nourrissent un complexe d'infériorité vis à vis de ceux-là qui sont compétents dans les langues officielles importées. Ce sentiment de frustration est continuellement renforcé par la nature élitiste de notre système éducatif qui empêche beaucoup d'enfants de s'inscrire, ou même de terminer le cycle de l'enseignement primaire.

Outre la marginalisation, le partage de l'Afrique, avec la séparation consécutive des populations parlant la même langue, a eu un certain nombre de conséquences. Premièrement, les politiques divergentes des différentes administrations coloniales ont abouti à des traitements différents à l'égard d'un même groupe linguistique. Deuxièmement, le cloisonnement des différentes langues officielles a créé une barrière pour la communication et la collaboration. Troisièmement, le fait que la même langue africaine soit au contact de deux langues officielles différentes a donné lieu à des interférences divergentes dans les domaines de l'orthographe, des emprunts et de l'alternance codique. Par exemple, dans les noms en particulier, et dans d'autres mots, le son /u/ s'écrit 'u' et 'ou' et le son /g/ s'écrit 'g' et 'gu' en Yoruba au Bénin et au Nigeria (ex : fùfù, foùfoù ; Igè, Iguè) respectivement, tandis que le son 'w' s'écrit avec 'w' et 'ou' en Haousa au Nigeria et au Niger (ex : Lawali, laouali) respectivement. De même, les emprunts et les alternances codiques concernent l'anglais et le français respectivement. Par exemple, pendant que les Yoruba au Nigeria utilisent odum nineteen sixty four ceux du Bénin utilisent odum mille neuf cent soixante quatre, tous les deux pour signifier 'l'année 1964'.

Etant donné la situation actuelle des langues africaines, il est indéniable qu'il faut les repositionner, les revaloriser, et leur conférer des compétences afin qu'elles puissent être utilisées dans des domaines encore plus variés. En outre, compte tenu du taux d'analphabétisme élevé en Afrique, il n'existe aucune autre alternative à l'utilisation des langues africaines dans l'alphabétisation, en vue de garantir une plus grande participation des populations   dans   le   processus   de   développement.

La suite de cette allocution sera consacrée aux efforts qui ont été fournis auparavant pour promouvoir les langues africaines, le rôle catalyseur que jouera l'ACALAN en vue d'un changement radical des approches actuelles, les stratégies à adopter, et les buts et objectifs ultimes.

Habilitation des Langues Africaines

L'Afrique a connu plusieurs tentatives d'habilitation de ses langues, particulièrement à travers les activités de l'UNESCO et de l'OUA. Celles-ci ont été, en grande partie, menées à travers des résolutions non contraignantes prises lors des conférences internationales (par exemple le Plan d'Action Linguistique de l'O.U.A pour l'Afrique en 1986, et la Déclaration de Hararé en 1997) et la création d'Institutions destinées à des domaines spécifiques. Entre autres exemples de telles institutions, on peut citer le Bureau Interafricain des Langues (BIL) de l'OUA de Kampala en Ouganda, maintenant dissout, le Centre d'Etude Linguistique et Historique pour la Tradition Orale (CELHTO) de Niamey au Niger, et le Centre Régional de Documentation sur les Traditions Orales et les Langues

Africaines (CERDOTOLA) de Yaoundé au Cameroun. L'UNESCO a, pour sa part, surtout été active dans la promotion et l'utilisation des langues africaines dans l'éducation en général et dans l'alphabétisation en particulier. En guise d'habilitation des langues africaines, l'UNESCO a parrainé la traduction de l'Histoire de l'Afrique en Swahili, en Haousa et en Yoruba.

Les thèmes qu'on retrouve dans toutes les résolutions des différentes conférences peuvent se résumer comme suit :

- Les langues africaines devraient être développées en vue de leur utilisation dans des domaines plus variés, particulièrement dans l'éducation, la communication, la législation et la technologie.
- L'utilisation des langues africaines dans l'enseignement et l'apprentissage est fortement recommandée parce qu'elle rend la transition de l'école à la maison plus naturelle, et l'éducation formelle accessible à un plus grand nombre d'enfants en âge d'aller à l'école.
- L'éradication de l'analphabétisme à travers des programmes d'alphabétisation des masses ne peut être atteinte sans l'utilisation des langues locales. Les gouvernements africains doivent donc faire de l'utilisation de ces langues la pierre angulaire de leur politique linguistique.
- Le développement économique et social requiert la mobilisation de toutes les ressources humaines d'une nation et l'utilisation des langues africaines est mieux indiquée pour ce faire.
- Le potentiel des langues transfrontalières pour la communication et l'intégration doit être exploité à travers la collaboration et l'harmonisation des politiques linguistiques.
- Les langues véhiculaires aux niveaux national et régional devraient être adoptées comme langues officielles et langues de travail respectivement, à la place des langues non africaines qui jouent ces rôles actuellement.
- Les langues importées existantes (autrement appelées langues partenaires) devraient continuer à jouer un certain rôle dans l'enseignement secondaire et supérieur, dans le cadre d'une politique de bilinguisme planifié.
- En vue de garantir leur concrétisation effective, ces politiques devraient être appuyées par une législation nationale, et un plan d'action spécifiant le chronogramme, les modalités et les agents ou les structures de mise en œuvre devrait être élaboré.

Un examen des propositions et des résolutions ci-dessus montrera qu'elles n'apportent rien de nouveau parce que répétées et recyclées de conférence en conférence. Ce qui est vraiment frappant, c'est dans quelle mesure elles sont restées lettres mortes et n'ont jamais été sérieusement abordées. Une telle négligence, à elle seule, justifie un approche nouvelle, approche que représente la création de l'ACALAN.

Rôle Catalyseur de l'ACALAN

Pourquoi l'Académie Africaine des Langues (ACALAN) ? Un examen des initiatives malheureuses aux niveaux national, continental et régional montre qu'une raison principale du manque de réussite est l'absence de structures appropriées pour propulser la mise en œuvre des politiques adoptées de commun accord. Il ne suffit pas seulement de passer des résolutions sur les langues au cours des conférences ; ces résolutions doivent s'intégrer dans des politiques linguistiques nationales, et un plan d'action détaillé doit être élaboré. Il faut pour ce faire qu'il y ait d'une part, un corps d'experts chargés de préparer et de mettre en œuvre de tels plans, et d'autre part, un financement adéquat pour appuyer ces politiques.

La création de l'ACALAN devra permettre de s'attaquer aux insuffisances de la pratique actuelle en adoptant une double approche. Premièrement, au niveau continental, l'ACALAN sera la plus haute instance pour insuffler des idées, traduire les décisions en matière de politique linguistique en plans d'action réalisables, et disposer d'un réservoir d'expertises à la disposition des Etats membres de l'Union Africaine dans le cadre de la formulation et de la mise en œuvre de leurs politiques linguistiques. Deuxièmement, aux niveaux sous régional et national, il y aura une approche à la base à travers la mise en place d'une commission de langue pour chaque langue (cf. MACALAN 2001). Cette deuxième approche a deux avantages majeurs: les parties prenantes à une langue donnée se sentiront également concernées par la recherche et la mise en œuvre de la politique linguistique relative à cette langue. En outre, parce que les langues africaines traversent les frontières politiques, cela donnera lieu à des actions et à des politiques conjointes concernant le développement et l'utilisation des langues transfrontalières.

L'essentiel des activités de l'ACALAN sera exécuté par des Académiciens venant des quatre coins de l'Afrique, et qui serviront de modèles d'excellence et d'émulation pour les jeunes chercheurs. Ils y apporteront leurs riches

expériences et leurs idées. Par leur engagement, ils démontreront que l'habilitation des langues africaines est un objectif à la fois noble et réalisable.

L'ACALAN mettra en place une base de données pour les échanges d'informations, et consacrera une bonne partie de ses ressources à l'impulsion de la recherche et à la coordination des activités de recherche et de mise en œuvre. Pour faciliter son travail, l'Académie pourra s'occuper de six groupes de langues :

- Langues transfrontalières de grande communication
- Langues transfrontalières limitées
- Langues non transfrontalières de grande communication
- Langues non transfrontalières limitées
- Langues en danger
- Langues importées (ou partenaires)

Les langues transfrontalières de grande communication peuvent servir de modèles en matière d'habilitation, car elles disposent d'un grand nombre de locuteurs pour les soutenir, et les matériels préparés dans un pays peuvent circuler et être utilisés dans un autre. Ainsi leur utilisation étendue à des domaines plus variés ne devrait pas poser problème, une fois tout le travail sur le développement de la langue achevé. Par exemple, le Swahili en Afrique de l'Est qui, en dehors d'autres considérations politiques, pourrait être facilement retenu comme lingua franca régional. Il faut ici rappeler que l'OUA, dans l'article 29 de sa Charte en 1963, avait déclaré que " les langues de travail de l'Organisation et de toutes ses institutions seront, si possible, les langues africaines. " En application de cette clause et du Plan d'Action Linguistique de l'OUA de 1986, il avait été suggéré que l'Arabe, le Swahili, le Hausa, et une langue Sud-Africaine apparentée au Nguni, chacune de ces langues étant une langue transfrontalière représentant une sous- région africaine, devrait servir de langue de travail de l'Organisation. L'un des objectifs majeurs de l'ACALAN est l'habilitation de certaines langues véhiculaires dominantes en Afrique pour qu'elles puissent servir de langues de travail au sein de l'Union Africaine et ses institutions.

Il y a deux types de langues transfrontalières limitées, selon le nombre de locuteurs : le type symétrique et le typé asymétrique. Les langues transfrontalières symétriques sont parlées par de petits nombres de locuteurs des deux cotés d'une frontière donnée. Ces langues peuvent paraître insignifiantes, mais elles jouent un grand rôle dans les interactions, l'intégration et les activités économiques entre les pays concernés. Leur rôle dans ce domaine mérite donc une plus grande attention. Les langues transfrontalières limitées asymétriques sont parlées par un grand nombre de locuteurs d'un côté de la frontière et par un petit nombre de l'autre côté. Parce qu'elles sont dominantes dans au moins un pays, elles ont un potentiel d'utilisation dans des domaines plus variés. En outre les résultats de toute recherche linguistique entreprise à l'intention du grand nombre de locuteurs peuvent être facilement utilisés par le petit nombre sans occasionner des frais inutiles.

Les langues non transfrontalières de grande communication servent déjà de lingua franca au niveau national. C'est par un heureux hasard de l'histoire coloniale qu'elles ne se sont pas retrouvées dans des zones de cloisonnement, où des lignes de démarcation auraient pu séparer des parents les uns des autres. Ceci ne devrait pas, cependant, les rendre moins importantes que les langues transfrontalières. Dans tous les cas plusieurs de ces langues sont déjà bien développées et sont utilisées dans certains domaines importants comme l'éducation. Les travaux de recherche et de développement sur les langues non transfrontalières devraient se faire de concert avec ceux portant sur les langues transfrontalières dominantes, car l'objectif final est d'habiliter toutes les langues africaines, et plus les langues sont viables, plus elles ont de chances qu'on leur confère des compétences.

Les langues non transfrontalières limitées sont des langues non dominantes parlées par des locuteurs relativement moins nombreux que ceux des langues dominantes. Il faut cependant relativiser le caractère numérique, car une langue qui peut être considérée comme minoritaire ou parlée par un petit nombre de locuteurs dans un grand pays peut avoir plus de locuteurs qu'une langue dite majoritaire dans un petit pays. Dans tous les cas, étant donné que l'ACALAN a pour mission de favoriser le développement de toutes les langues africaines, et que la politique pour toutes les langues est de préférence le pluralisme, avec son corollaire de développement multilingue et multiculturel, toutes les langues africaines, grandes ou petites, devraient avoir un rôle biendéfini dans une politique linguistique intégrée.

Les langues en danger sont celles qui sont utilisées par très peu de locuteurs dont les nombres continuent à s'amoindrir parce que ces langues ne sont plus apprises ou utilisées par les jeunes générations. A la longue, à moins que des mesures d'accompagnement ne soient prises, ces langues vont probablement s'éteindre. Le problème des langues en danger a fait l'objet de beaucoup d'attention ces dernières années (Robins et Uhlenbeck 1991 ; Diogenes N° 161, 1993). L'UNESCO, le Comité International Permanent des Linguistes (CIPL), la Société Linguistique d'Amérique, la Conférence Mondiale sur les Langues Africaines (WOCAL), entre autres organisations, ont entrepris des projets de recherche sur les langues en danger. Il y a deux approches fondamentales au problème. L'une vise à épargner l'humanité de la perte qui peut découler de l'extinction d'une

langue en danger. Cette approche met en exergue l'archivage, qui consistera à collecter autant de documentation que possible sur la langue, et à procéder à une description linguistique aussi complète que le temps le permettra. L'autre approche consiste à essayer de revitaliser la langue en danger en encourageant son utilisation dans l'alphabétisation et dans l'enseignement primaire. La réussite de cette approche dépendra certainement de la volonté des locuteurs à assurer la survie de leur langue. S'ils y ont perdu tout intérêt et s'ils ont déjà adopté la langue de la communauté voisine, aucune pression extérieure ne saura assurer la survie d'une telle langue (Bambose 1993 :23-24).

Les langues importées comme le Français et l'Anglais, ont été pendant longtemps les langues dominantes dans la politique linguistique africaine, et elles le resteront encore pendant quelques temps. La promotion des langues africaines est souvent interprétée à tort comme un rejet des langues importées. C'est là une fausse appréhension, à en juger seulement par l'expression langues partenaires. Les langues européennes sont effectivement implantées en Afrique et elles font maintenant partie du répertoire linguistique disponible aux intellectuels africains. Elles continueront à être les partenaires des langues africaines, mais pas dans un rapport d'inégalité. En effet, une redéfinition des rôles s'impose de telle manière que les langues africaines puissent jouer certains des rôles jusqu'à présent dévolus aux langues importées. Par exemple, il n'y a pas de raison que l'instruction et l'apprentissage pendant tout le cycle de l'enseignement primaire ne puissent pas se faire dans les langues africaines, tandis que le Français et l'Anglais sont enseignés seulement comme matières. De même, la diffusion de l'information dans la presse, notamment la radio et la télévision, doit se faire en grande partie dans les langues nationales. Bref, le vrai partenariat sous entend que les langues africaines devraient cesser d'avoir des rapports d'inégalité avec les langues européennes importées.

Conformément au Plan d'action élaboré par la commission ad- hoc mise en place pour préparer le lancement de l'ACALAN, l'Académie aura, dans les cinq premières années de son existence à

- **Disséminer l'information sur l'Académie et, en particulier, créer un site web.**
- **Organiser la mise en place des Commissions de Langues conformément aux Statuts de l'Académie.**
- **Documenter, à partir des sources disponibles dans chaque pays, le nombre total de langues, et élaborer un annuaire des chercheurs et des spécialistes en langues (Cf. UNESCO 1978, qui requiert une mise à jour).**
- **Faire une compilation des données sur les politiques linguistiques des Etats membres de l'Union Africaine, en insistant sur les domaines d'utilisation, et élaborer des stratégies nécessaires en vue d'étendre cette utilisation à des domaines plus variés.**
- **Identifier et comparer les programmes d'enseignement existants en vue d'une harmonisation et d'une adaptation des politiques linguistiques des Etats.**
- **Evaluer les matériels didactiques afin de les améliorer et de faire partager leur utilisation au delà des Etats, notamment dans le cas des langues transfrontalières.**
- **Fournir l'expertise aux Etats qui en ont besoin, plus particulièrement dans le domaine du développement des langues et la mise en œuvre des politiques linguistiques.**
- **Accorder une attention particulière à la nouvelle technologie par rapport à l'utilisation des langues africaines, y compris les logiciels informatiques en vue de faciliter la saisie, l'impression, la publication et l'utilisation sur Internet.**
- **Documenter les cartes linguistiques existantes et collaborer dans la production de cartes révisées, plus précises et mieux regroupées.**
- **Encourager et appuyer l'excellence dans les travaux de recherche sur les langues africaines en instituant des prix et en conférant des honneurs et des distinctions.**
- **Explorer les possibilités de collaboration entre les domaines de promotion des langues africaines et la recherche sur les langues officielles importées.**
- **Faciliter la documentation et l'échange d'information par la mise en place d'une base de données, la collecte et l'archivage des documents, et la publication.**

On peut espérer que dans l'exécution de ces activités, l'Académie pourra bénéficier d'une assistance et d'un financement substantiel de la part des états membres de l'Union Africaine aussi bien que des bailleurs de fonds. Il reste entendu que l'essentiel du travail se fera dans les différents pays et à travers les membres des Commissions de Langue aussi bien que des experts invités par les Etats ou les Commissions. L'objectif final est qu'à travers ces activités, les pays qui n'ont jusqu'à présent prêté aucune attention sérieuse au développement et à l'utilisation des langues africaines commenceront à le faire, et ceux qui ont déjà commencé seront encouragés à étendre cette utilisation à des domaines plus variés, et les Etats qui ont en commun une langue transfrontalière découvriront et exploiteront les domaines de coopération et de collaboration qu'ils jugeront utiles.

Objectifs de l'ACALAN

Bien que les stratégies adoptées par l'Académie dans l'exécution de ses activités consistent en une combinaison de la recherche de base et la recherche pratique, les objectifs ultimes sont d'ordre psychologique, socioéconomique et politique. Premièrement, l'utilisation accrue des langues africaines dans des domaines variés leur conférera des compétences et, de ce fait, contribuera à leur revalorisation. Les langues européennes importées ne seront plus considérées supérieures, et les locuteurs des langues africaines ne se sentiront plus inférieurs. Ils en seront à juste titre fiers, et l'image de marque de ces langues sera rehaussée, car d'autres personnes auront du respect et pour elles et pour leurs locuteurs.

Deuxièmement, une application immédiate des langues africaines sera leur adoption comme langues d'apprentissage et d'enseignement dans le système éducatif formel et non formel. L'Afrique ne peut espérer briser les chaînes de l'analphabétisme que si les langues parlées par la majorité des populations à la base sont utilisées dans le cadre de l'alphabétisation. De même, l'objectif de l'Education pour Tous restera un mirage aussi longtemps que l'éducation de base est dispensée dans des langues officielles importées qui demeurent encore le monopole d'une minorité. Un aspect essentiel de l'habilitation des langues africaines auquel l'Académie est irrévocablement attachée est l'utilisation de ces langues autant que possible dans l'éducation aussi bien comme médiums d'enseignement que matières dans le programme.

Troisièmement, l'utilisation des langues africaines pour la dissémination de l'information et la participation à la vie politique assurera l'implication des populations à la base dans le processus politique et, partant, la démystification de l'élite intellectuelle. L'utilisation des langues étrangères importées a eu comme conséquence l'exclusion des masses. L'expérience dans des pays comme le Kenya et la Tanzanie, où la langue du discours politique a changé de l'Anglais au Swahili, a révélé un élargissement de la base en matière de participation (Bamgbose 2000 :11). Par exemple, beaucoup d'intellectuels qui avaient l'habitude de dominer les débats en Anglais deviennent tout juste moyens quand il leur est demandé de s'exprimer dans la langue nationale africaine.

Quatrièmement, à travers la collaboration entre Etats ayant une même langue en commun, il se développera un lien de camaraderie et d'intérêt mutuel qui favorisera l'intégration socioéconomique et politique. Cela fait déjà trop longtemps que la division linguistique coloniale a contribué à obscurcir les rapports évidents qui découlent naturellement des langues transfrontalières. Une exploitation délibérée de ces rapports ne peut que contribuer à l'intégration de l'Afrique encore si difficile à atteindre.

Cinquièmement, une plus grande utilisation des langues africaines résultera en une plus grande implication d'une plus grande partie de la population dans le processus de développement. Etant donné que tout développement limité à l'élite ne peut être que partiel, les avantages qui découlent de l'élargissement de la base linguistique résulte en l'accroissement du capital humain, d'où une plus grande participation, un productivité accrue, et une accélération de la croissance économique .

Sixièmement, comment l'Afrique peut-elle préserver sa propre identité au troisième millénaire ? Bombardée qu'elle est de tous côtés par des influences traditionnellement associées au développement, telles que l'Occidentalisation et la mondialisation, ne devrait-elle pas essayer de projeter son Africanité à travers ses langues ? Tous les discours sur la Renaissance Africaine ne seront que des slogans creux tant que les dirigeants africains ne s'engageront pas fermement dans l'affirmation de leur africanité.

Conclusion

Dans tout ce qui précède, j'espère avoir réussi à présenter quelques éléments de la mission et la vision de l'Académie Africaine des Langues. Il ne me reste plus qu'à louer l'initiative de Son Excellence, le Président Alpha Oumar KONARE, de la République du Mali, qui a eu l'idée de mettre en place la Mission pour l'Académie Africaine des Langues (MACALAN), devenue ACALAN avec la bénédiction et l'approbation de l'OUA. Au nom de tous les linguistes en Afrique, j'exprime à Votre Excellence notre profonde gratitude et nos félicitations pour cette entreprise louable. Je ne puis qu'espérer que tous les experts en langue africaine se donneront la main pour faire de l'Académie un modèle dont l'Afrique sera à juste titre fière, et que les Etats Membres de l'Union Africaine accorderont à l'Académie la plus haute priorité, particulièrement en termes de formulation de politique linguistique et de financement.

VIII. List of People met

Place of interview or meeting	Name	Institution
At LEA – Conference / Oslo	K.K. Prah	CASAS
------ " ------	Barbara Trudell	SIL International, Africa Area
------ " ------	Lasarus Miti	OSISA
------ " ------	Samukele Hadebe	
------ " ------	Ingse Skattum	University of Oslo, Dep of Linguistics
------ " ------	Birgit Broch Utne	University of Oslo, Dep of Education
At CASAS / Cape Town	K.K. Prah	CASAS
------ " ------	Grace Naidoo	CASAS
------ " ------	Michelle Boysen	CASAS
------ " ------	Mr. Zico	CASAS
------ " ------	F. Banda	University of Western Cape
At PRAESA / Cape Town	Neville Alexander	PRAISA / University of Cape Town
Telephone Conference CASAS - Univ. of Cocody, Cote d'Ivoire	Sassongo J. Silue	University of Cocody, Cote d'Ivoire
At ALRI /Harare	H. Chimundu	ALRI / University of Zimbabwe
------ " ------	Chebanne	University of Botswana
------ " ------	W. Magwa	Midlands State University, Zimbabwe
------ " ------	E. Mberi	Univsersity of Zimbabwe
------ " ------	W. Chigidi	Midlands State University, Zimbabwe
At ALRI /Harare cont..	K. Gondo	Masvingo State University, Zimbabwe
------ " ------	P. Alfandega	Eduardo Mondlane University, Mosambique

------ " ------	V. Nyoni	Nambya Cultural Association, Zimbabwe
------ " ------	L. Khupe	Ministry of Home Affairs, Zimbabwe
------ " ------	G. Danger	Darwin Primary School, Zimbabwe
------ " ------	C. Warinda	Bernard Mizeki College, Zimbabwe
Telephone interview conducted by Hassana Alidou	Mr Samassekou	President of the ACALAN
___ " ___	Professor Nikièma	University of Burkina Faso
___ " ___	Dr Youssouf Haidara	Head of Language Pedagogy Unit, Ministry of Education, Mali

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CASAS	The CASAS Network
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