

Language Planning and Policy

LANGUAGE PLANNING AND POLICY

Series Editors: Professor Richard B. Baldauf Jr., *University of Queensland, Brisbane, Australia*
and Professor Robert B. Kaplan, *University of Southern California, USA*

Other Books in the Series

Language Planning and Policy in Africa, Vol.1: Botswana, Malawi, Mozambique and South Africa
Richard B. Baldauf Jr. and Robert B. Kaplan (eds)

Language Planning and Policy in Africa Vol. 2: Algeria, Côte d'Ivoire, Nigeria and Tunisia
Robert B. Kaplan and Richard B. Baldauf Jr. (eds)

Language Planning and Policy in Europe, Vol.1: Hungary, Finland and Sweden
Robert B. Kaplan and Richard B. Baldauf Jr. (eds)

Language Planning and Policy in Europe, Vol. 2: The Czech Republic, The European Union
and Northern Ireland

Richard B. Baldauf Jr. and Robert B. Kaplan (eds)

Language Planning and Policy in Europe, Vol. 3: The Baltic States, Ireland and Italy
Robert B. Kaplan and Richard B. Baldauf Jr. (eds)

Language Planning and Policy in Latin America, Vol. 1: Ecuador, Mexico and Paraguay
Richard B. Baldauf Jr. and Robert B. Kaplan (eds)

Language Planning and Policy in Pacific, Vol. 1: Fiji, The Philippines and Vanuatu
Richard B. Baldauf Jr. and Robert B. Kaplan (eds)

Language Planning and Policy: Issues in Language Planning and Literacy
Anthony J. Liddicoat (ed.)

Other Books of Interest

Directions in Applied Linguistics

*Paul Bruthiaux, Dwight Atkinson, William G. Eggington, William Grabe and
Vaidehi Ramanathan (eds)*

Language Decline and Death in Africa: Causes, Consequences and Challenges
Herman M. Batibo

Language Diversity in the Pacific: Endangerment and Survival
Denis Cunningham, D.E. Ingram and Kenneth Sumbuk (eds)

Language in Jewish Society: Towards a New Understanding
John Myhill

Language Planning: From Practice to Theory
Robert B. Kaplan and Richard B. Baldauf Jr. (eds)

Linguistic Landscapes: A Comparative Study of Urban Multilingualism in Tokyo
Peter Backhaus

Multilingualism in European Bilingual Contexts: Language Use and Attitudes
David Lasagabaster and Ángel Huguet (eds)

Politeness in Europe
Leo Hickey and Miranda Stewart (eds)

The Defence of French: A Language in Crisis?
Robin Adamson

For more details of these or any other of our publications, please contact:
Multilingual Matters, Frankfurt Lodge, Clevedon Hall,
Victoria Road, Clevedon, BS21 7HH, England
<http://www.multilingual-matters.com>

LANGUAGE PLANNING AND POLICY

Language Planning and Policy

Language Planning in Local Contexts

Edited by

Anthony J. Liddicoat and Richard B. Baldauf Jr.

MULTILINGUAL MATTERS LTD
Clevedon • Buffalo • Toronto

Library of Congress Cataloging in Publication Data

Language Planning and Policy: Language Planning in Local Context / Edited by Anthony J. Liddicoat and Richard B. Baldauf, Jr.

Language Planning and Policy

Includes bibliographical references.

1. Language planning. I. Liddicoat, Anthony. II. Baldauf, Richard B.

P40.5.L35L285 2008

306.44'9-dc22

2007050422

British Library Cataloguing in Publication Data

A catalogue entry for this book is available from the British Library.

ISBN-13: 978-1-84769-063-0 (hbk)

Multilingual Matters Ltd

UK: Frankfurt Lodge, Clevedon Hall, Victoria Road, Clevedon BS21 7HH.

USA: UTP, 2250 Military Road, Tonawanda, NY 14150, USA.

Canada: UTP, 5201 Dufferin Street, North York, Ontario M3H 5T8, Canada.

Copyright © 2008 Anthony J. Liddicoat, Richard B. Baldauf Jr. and the authors of individual chapters.

The articles in this book also appeared in the journal of *Current Issues in Language Planning* Vol. 1: 3, 2000; Vol. 3: 1, 2002; Vol. 5: 2, 2004; Vol. 5: 2, 2004; Vol. 6: 1, 2005; Vol. 7: 1, 2006; Vol. 7: 2&3, 2006.

All rights reserved. No part of this work may be reproduced in any form or by any means without permission in writing from the publisher.

The policy of Multilingual Matters/Channel View Publications is to use papers that are natural, renewable and recyclable products, made from wood grown in sustainable forests. In the manufacturing process of our books, and to further support our policy, preference is given to printers that have FSC and PEFC Chain of Custody certification. The FSC and/or PEFC logos will appear on those books where full certification has been granted to the printer concerned.

Printed and bound in Great Britain by MPG Books Ltd.

Contents

The Contributors vii

Introduction

Language Planning in Local Contexts: Agents, Contexts and Interactions
Anthony J. Liddicoat and Richard B. Baldauf Jr. 3

Rearticulating the Case for Micro Language Planning in a Language Ecology
Context
Richard B. Baldauf Jr. 18

Language Communities

From Language to Ethnolect: Maltese to Maltaljan
Roderick Bovingdon. 45

Community-level Approaches in Language Planning: The Case of
Hungarian in Australia
Anikó Hatoss 55

Micro-level Language Planning in Ireland
Diarmait Mac Giolla Chríost 75

Preserving Dialects of an Endangered Language
Shelley Tulloch 95

The Ecological Impact of a Dictionary
Anthony J. Liddicoat. 113

Prestige From the Bottom Up: A Review of Language Planning in
Guernsey
Julia Sallabank 120

Language Planning in American Indian Pueblo Communities:
Contemporary Challenges and Issues
Christine P. Sims 139

Terminology Planning in Aboriginal Australia
Jakelin Troy and Michael Walsh. 156

Changing the Language Ecology of Kadazandusun: The Role of the
Kadazandusun Language Foundation
Rita Lasimbang and Ttixie Kinajil. 171

Educational Contexts

Singaporean Education Planning: Moving From the Macro to the Micro
Catherine Siew Kheng Chua. 183

‘Trajectories of Agency’ and Discursive Identities in Education:
A Critical Site in Feminist Language Planning
Jo Winter and Anne Pauwels 199

University Students’ Attitudes Towards and Experiences of Bilingual
Classrooms
Christa van der Walt. 217

Pacific Languages at the University of the South Pacific <i>John Lynch and France Mugler</i>	234
Micro Language Planning for Student Support in a Pharmacy Faculty <i>Helen Marriott</i>	240
Work Contexts	
Negotiable Acceptability: Reflections on the Interactions Between Language Professionals in Europe and NNS Scientists Wanting to Publish in English <i>Joy Burrough-Boenisch</i>	255
On Language Management in Multilingual Companies in the Czech Republic <i>J. Nekvapil and M. Nekula</i>	268

The Contributors

Editors

Anthony J. Liddicoat is Professor in Applied Linguistics at the Research Centre for Languages and Cultures in the School of International Studies at the University of South Australia. He is a former president of the Australian Federation of Modern Language Teachers Associations. His research interests include: language and intercultural issues in education, conversation analysis, and language policy and planning. In recent years his research has focused on issues relating to the teaching and learning of culture through language study and his work has contributed to the development of intercultural language teaching and learning. He has published many books and papers in this area including *Introduction to Conversation Analysis, Language Planning and Literacy, Australian Perspectives on Internationalisation* and *Perspectives on Europe*.

Richard B. Baldauf, Jr is Professor of TESOL in the School of Education at the University of Queensland and a member of the Executive of the International Association of Applied Linguistics (AILA). He has published numerous articles in refereed journals and books. He is co-editor of *Language Planning and Education in Australasia and the South Pacific* (Multilingual Matters, 1990), principal researcher and editor for the *Viability of Low Candidature LOTE Courses in Universities* (DEET, 1995), co-author with Robert B. Kaplan of *Language Planning from Practice to Theory* (Multilingual Matters, 1997) and *Language and Language-in-Education Planning in the Pacific Basin* (Kluwer, 2003), and co-author with Zhao Shouhui of *Planning Chinese Characters: Revolution, Evolution or Reaction* (Springer, 2007).

The Authors

Roderick Bovington is a freelance linguist, Sydney, Australia. His research interests are in the Maltese language and he has published a comprehensive linguistic study of the Maltese language of Australia known as Maltraljan.

Joy Burrough Boenisch drifted into correcting non-native English when, with Oxford and McGill MAs in geography under her belt and being newly married in Borneo, she was asked to check the English texts of Malaysian agricultural scientists. She learnt to be an editor in Australia. After moving to the Netherlands in 1976 she began helping Dutch scientists to publish in English. She is a founder member and past chair of the Society of English-Native-Speaking Editors in the Netherlands (SENSE) and a member of the European Association of Science Editors (EASE). She discovered applied linguistics late in life.

Chua Siew Kheng Catherine, National Institute of Education, Singapore, did her PhD at the University of Queensland in the School of Education, where her research project focused on literacy in Singapore. Her research interests include: the effects of globalisation; languages; ideologies; literacy and literary studies;

micro and macro policy implementation. She is particularly interested in using postcolonial theory and/or critical inquiry when researching in these areas.

Anikó Hatoss is Senior Lecturer at the University of Southern Queensland where she teaches sociolinguistics and bilingualism in the post-graduate Applied Linguistics program. Her research is focused on the study of bilingualism, acculturation and language maintenance and shift in immigrant communities. Currently she is working on a project funded by the Australian Research Council to explore the motivational dimensions of language maintenance and micro-level language planning among Sudanese refugees in Australia. She has also conducted studies in the Hungarian, German and South African communities in Australia.

Trixie Kinajil has been a Research Officer at the Kadazandusun Language Foundation since 1998. Previously she taught English Language in a local secondary school. For her training in Child Development she practised at Parent Educational Services, Kamehameha Schools, Hawaii, on how to observe their children's development; and at Michigan Database, a data bank and research unit at Michigan State University, where she helped prepare statistical data for a needs project on childcare.

Rita Lasimbang is Chief Executive Officer of the Kadazandusun Language Foundation after serving as Curator at the Department of Sabah Museum. She has served as a project coordinator and linguistic consultant in the compilation of the *Kadazan Dusun–Malay–English Dictionary*, a major application of the standardised Kadazan orthography. She maintains active involvement in the nation-wide Database of Indigenous Terms Project coordinated by the Institute of National Language and Literature in Malaysia [Dewan Bahasadan Pustaka].

John Lynch is a linguist specialising in Oceanic languages. He is a professor and the Director of the Pacific Languages Unit at the University of the South Pacific in Port Vila, Vanuatu. His areas of focus are languages of Vanuatu, history of languages of the Pacific, pidgin and creole languages, language change, dictionaries, and orthography design.

Diarmait Mac Giolla Chríost (PhD) is a senior lecturer in the School of Welsh at Cardiff University, Wales. He is a native of Ireland and an authority on linguistic minorities and language planning. He has published in Irish studies, the social sciences, human geography, and the sociology of language including substantial articles in various scholarly journals and three single-author books – *Language, Identity and Conflict* (Routledge, 2003) and *The Irish Language in Ireland* (Routledge, 2005) and *Language and the City* (Palgrave Macmillan, 2007). He is a Fellow of The Royal Geographical Society and Royal Historical Society.

Helen Marriott is an Associate Professor and teaches in the Japanese program at Monash University, Australia. She has undertaken various studies of Australian-Japanese intercultural communication and currently has an interest in the transition of overseas students to new academic contexts.

France Mugler is an Associate Professor in Linguistics in the Department of Literature and Language, the University of the South Pacific. Before coming to USP, she worked in the Pacific Languages Unit (PLU) in Port Vila, Vanuatu for three years. Her main research interests are in sociolinguistics and she has

worked on the Dravidian languages in Fiji, in part in collaboration with Indian linguists from the Central Institute of Indian Languages (CIIL) in Mysore, India.

Marek Nekula is a professor at the University of Regensburg (Germany) and Chair of the Center for Czech Studies. He is editor of *Language, Economy, Culture: Germans and Czechs in Interaction* (1997, in German; with S. Höhne), *Economics and Communication: Czech-German Economic Relationships* (2002, in German; with J. Möller), among others. He has led projects on *Czech and German Intercultural Communication in the Economic Sphere* (1996-1998) and *East European Languages as a Factor of Economic Integration* (2003-2005).

J. Nekvapil teaches sociolinguistics, discourse analysis and general linguistics at the Department of Linguistics at Charles University, Prague. He has published extensively in these areas. His current research focuses on language planning in Europe, language management theory and the impact of the economy on the use of languages.

Anne Pauwels is Dean of the Faculty of Arts, Humanities and Social Sciences and Professor of Linguistics at the University of Western Australia, Australia. She is Chair of a national Australian project, *Innovative Approaches to the Teaching of Languages Other than English in Australian Higher Education*. Her publications include *Women Changing Language* (Blackwell, 1998), *Maintaining Minority Languages in Transnational Settings* (Palgrave, 2007) and *Linguistic Diversity and Language Change* (deGruyter, 2007).

Julia Sallabank is Research Fellow in Language Support and Revitalisation at the School of Oriental and African Studies, London. She has been conducting a sociolinguistic study of Guernsey Norman French since 2000, and gained her doctorate at Lancaster University in 2007. She was previously commissioning editor for applied linguistics and language teaching methodology at Oxford University Press.

Christine Sims (PhD) serves on the faculty of the Department of Language, Literacy, and Sociocultural Studies in the College of Education at the University of New Mexico. She completed her doctoral work at the University of California at Berkeley, focusing on issues of heritage language maintenance and revitalisation among American Indian tribes. She specialises in indigenous language revitalisation and maintenance issues, providing technical assistance to tribes in Native language program planning, and training language teachers through the University of New Mexico's Institute for American Indian Education. She serves as Board Chairperson for the Linguistic Institute for Native Americans (LINA), a New Mexico-based organisation dedicated to native language advocacy and support of community-based language initiatives. She is also a member of the New Mexico Bilingual Advisory Committee to the State Department of Education's Bilingual/Multicultural Unit. Dr. Sims is a member of Acoma Pueblo and resides on the Acoma Pueblo Indian reservation in north-western New Mexico.

Jakelin Troy has been working with the New South Wales Aboriginal Languages Research and Resource Centre, in Sydney Australia on research on Aboriginal languages.

Shelley Tulloch is an assistant professor of Anthropology at Saint Mary's University in Halifax, Nova Scotia, Canada. Her PhD dissertation (Linguistics, Université Laval) examined the language attitudes of Inuit youth in Nunavut. It showed how the youths' practical and symbolic attachment to Inuktitut provides an impetus for grassroots level language planning in the communities. In a commissioned research report, she made recommendations to the Government of Nunavut for the preservation of distinct dialects in the territory. Her current fieldwork in Baffin Island communities is investigating the relationship between language maintenance and community well-being.

Christa van der Walt is senior lecturer in Curriculum Studies at the University of Stellenbosch where she is involved in the training of English language teachers. Her research focuses on the role of English in multilingual educational contexts, specifically with regard to the use of more than one language in the classroom. She was involved in the development of the Stellenbosch University language policy and plan and currently helps with the development of language placement tests for newly-enrolled students.

Michael Walsh began field research on Australian Aboriginal Languages in 1972 and has continued his interest to the present, mainly in northern Australia but more recently in New South Wales. Apart from the documentation and description of languages he is particularly interested in lexical semantics, cross cultural communication and language and the law. The last mentioned interest has been triggered by his involvement since 1979 in a traditional Aboriginal land claim in the Northern Territory. Until 2004 he taught linguistics at the University of Sydney.

Jo Winter is Senior Research Fellow at the University of Western Australia. Her research interests and publications lie at the intersection of gender studies, discourse analysis and the sociolinguistics of Englishes. She is a co-editor of *Maintaining Minority Languages in Transnational Settings* (Palgrave, 2007).

Introduction

Language Planning in Local Contexts: Agents, Contexts and Interactions

Anthony J. Liddicoat

Research Centre for Languages and Cultures, University of South Australia

Richard B. Baldauf Jr.

School of Education, Faculty of Social and Behavioural Sciences, University of Queensland

Local Contexts in Language Planning Research

Traditionally language planning research has focused on the actions of governments and similar macro-level institutions. Language planning as an academic discipline began in the context of nation-state formation following the end of colonialism (see for example Ferguson, 1962; Fishman, Ferguson, & Das Gupta, 1968; Pool, 1972; Rubin & Jernudd, 1971). The chief concerns were related to issues of creating national unity and developing and maintaining effective communication within emerging nations (Mansour, 1993; Ricento, 2003). Such a focus privileges the consideration of national level actions and the intervention of official bodies in the language questions facing a society. In this context and in that era, local issues of language planning were seen as secondary to the overall process of planning, or to ones that raised unwanted problems and competition for the national language. Initially, such issues often have been ignored (e.g., local language development in Indonesia – Nababan, 1991), or suppressed (Tai'yü, Hakka and aboriginal languages in Taiwan – Sandel, 2003; Tsao, 1998) if considered at all.

One of the reasons for the marginalisation of micro-level language planning within the context of language planning research has been definitional. Most definitions of language planning presuppose 'deliberate planning by an organized body enjoying either legal or moral authority, such as a government agency, commission, or academy' (Nahir, 1998: 351). Such legal or moral authority has regularly been located within macro-level institutions created and/or sanctioned by nation-states. This view of language planning locates research within a theory of power which sees the top-down exercise of power (or domination) as the relevant construct for understanding decision-making about languages. Such a view of power in language planning is however problematic as a delimiting agent for constituting the focus of language planning research. It is problematic for a number of reasons.

The first is that deliberate planning of language issues implies a direct causal relationship between decisions made by those with the power to execute them and the actual results of language planning – leaving aside a role for acceptance of the language plan itself. Such a causal link is not justified by language planning outcomes, which may be *unplanned* or may result from activ-

ities which were not planned (Baldauf, 1994; Eggington, 2002). Such research shows that a restriction that limits analysis to deliberate planning is not helpful in understanding the realities of language planning. In fact, it is often local contextual agents which affect how macro-level plans function and the outcomes that they achieve. As Baldauf notes, the need for an understanding of the unplanned dimensions of language planning outcomes 'is probably especially true at the "micro-level" because there is less awareness of language planning at this level and because such planning is ongoing and therefore commonplace' (Baldauf, 1994: 86).

The second reason is that it oversimplifies the nature of power as it applies in speech communities and how this power is realised in matters of language. All social groups involve technologies of power through which the actions of social agents are shaped. If power is understood as *l'action sur les actions* (Foucault, 1975), the operations and role of power become more complex as power lies not simply in the ability to dominate but also in the ability to shape the behaviour of others. The operation of power is not therefore simply enforcement of particular norms but consists in ways of getting others to act of their own volition in particular ways. This means that individuals and groups have the potential to exercise power over other members of their society in ways which affect the behaviours of others. Thus, it is not through the coercive and normative power of institutions – the power ascribed by status or realised through sanctions (Carspecken, 1996) – that behaviours are changed but through more subtle operations on the choices of others. Among these are the strategies that Carspecken (1996) identifies as *charm* – the ability to use culturally understood identity claims and norms to gain the trust and loyalty of others – and *contractual power* – an agreement specifying reciprocal obligations between parties. Within a more elaborated view of power, an exclusive focus on macro-level phenomena becomes problematic for a full understanding of the nature of language-related processes.

This analysis suggests that language planning work in local contexts is a fundamental and integrated part of the overall language planning process, which merits attention both within the context of the operation of macro-level planning – as a necessary extension of it – and in its own right – as a local activity with no macro roots.

The focus on local contexts in language planning mirrors an increased concern for the democratisation of decision-making in social policy in general which recognises the impact of power asymmetries on policy outcomes (Hill, 2003). Concern for democratisation has been prompted by a realisation that existing national-level power structures have undergone an erosion of legitimacy in many contexts which cannot be remedied by centralisation of decision-making, and in which there need to evolve local processes to address local contexts (Ghani, Lockhart & Carnahan, 2006). A focus on local contexts is not only warranted by the democratisation of decision-making, but also from the perspective of devolution, especially in education where the locus of much of the decision-making lies with local communities (Tunstall, 2001).

However, it needs to be noted that the shift in the locus of power from the macro to the micro – to the local level – may alter only some of the power relationships, but may maintain others (Jocelyn Graf, 2007, personal communication).

For example, regionalisation may shift power from centralised structures (e.g., the Ministry of Education in Jakarta) to more regional structures as has occurred as part of 'Reformasi' in Indonesia since the fall of Suharto. This had led to local government elections and in 2006 in education to the initiation of 'localised curriculum' that gradually is putting more power and decision making about language and curriculum in the hands of local administrators, schools, lecturers and teachers. However, consultation may not be being extended to students. Thus, although power relationships may now be more immediate, and hopefully more attuned to students' needs, it also may be the case that from a student perspective local language planning and democratisation may have had little impact on their ability to influence change.

Agents of Language Planning at the Local Level

Haarmann (1990) was perhaps the first to suggest, in the context of promotional activities for prestige planning, that there are different levels of agency in language planning – government, agencies, pressure groups and individuals – ranging from the macro to the micro. Rather than focusing on the work of governments and their agencies as the agents in language planning, a micro-level approach needs to consider a range of agents, which exist with greater or lesser formality within their local speech communities. For the latter three micro groupings of agents in Haarmann's categorisation, the range is quite diverse as language issues can arise in association with many different types of activities and in different domains. Thus, any survey of the agents of micro language planning must necessarily be incomplete because of the diversity of potential groups who need to engage in language: e.g. a local committee deciding to use sign language interpreters, interest groups disseminating their material in multiple languages, or workplaces with multilingual populations. Spolsky (2004) also has examined this issue indirectly by briefly outlining a number of domains or sociolinguistic contexts ranging from the micro (i.e. families, schools, religious organisations, the workplace, local government) to the macro (i.e. supra-national groupings, and politics) where language planning occurs. However, we would argue that power and its use ultimately are constituted by agents who exist in particular domains. Therefore, in this overview there is an attempt to outline some of the better documented agents, roughly along the lines of the three agentive groups suggested by Haarmann (1990), without *a priori* excluding any potential others.

At the most micro-level of language planning is located the work of individuals, or often small groups of individuals, who work to revive or promote the use of a language. The influence of Eliezer Ben-Yehuda on the revival of Hebrew is widely known, although his individual role may be contested (Fellman, 1973; Nahir, 1998). His influence in actively using Hebrew as an everyday language and raising his son as a first-language speaker of Hebrew, together with the development of new lexical items as required, are frequently cited as initial steps in the revival of Hebrew. The work of linguist Rob Amery, in collaboration with the indigenous community, in the corpus planning for the revival of the Kaurna language in Australia has also been well documented (Amery, 2000, 2001). Sabino Arana (1865–1903), who created many of the cultural symbols