

Te Reo Māori me Ōna Tikanga: Ōna Wairua, Ōna Tiketike, Ōna Oranga:

Review of Māori Language Strategy and Sector

Terms of Reference

Background

1. Both Iwi/Māori and the Government have an enduring commitment to support the health of the Māori language. This reflects, among other things, (a) the status of the Māori language as a taonga guaranteed to the Māori people by the Treaty of Waitangi as described in the Māori Language Act 1987 and (b) its role in supporting Māori cultural development and strengthening our national identity.
2. The health of the Māori language declined substantially through the course of the 20th century. By the 1970s, research showed that less than 20% of Māori people were proficient in the Māori language, and these people were typically aged 45 years or older. Leading sociolinguists predicted that Māori would be an extinct language by the year 2000 without significant intervention. This research provided the impetus for the Māori language revitalisation movement, which began in earnest in the early 1980s with the establishment of Te Kōhanga Reo. This movement has grown over time to encompass Māori language education, broadcasting and community development.
3. Currently, the Government makes an annual investment in Māori language programmes and services across a range of agencies¹. These programmes and services include, *inter alia*: Te Kōhanga Reo, Kura Kaupapa Māori, Wānanga and 'Māori as a subject' programmes (Vote: Education); Iwi Radio and Māori Television (Vote: Māori Affairs); and support for community and whānau language development (Vote: Māori Affairs and Vote: Education). There are several important Māori language services provided by other agencies as part of their core business.
4. There have been some substantial gains in the health of the Māori language as a result of these initiatives, especially over the last decade. In particular, there have been increases in (a) the numbers of Māori people who can speak and understand the Māori language and (b) patterns of Māori language use (especially among whānau with young children). Through this period, various innovative programmes have been developed to support the Māori language, including the Māori Television Service within Vote: Māori Affairs, the Iwi partnerships programme within the Ministry of Education; and work on whānau

¹ Te Puni Kōkiri undertook an *Inventory of Māori Language Services* in 2006. At that time, it estimated that approximately \$225m per annum was spent in the Māori Language Sector. This expenditure was concentrated in Vote: Education (\$145m) and Vote: Māori Affairs (\$75m).

language development in association with Te Ātaarangi. There are also a number of significant programmes that have been developed by Iwi, hapū, collectives of whānau and marae.

5. However, the Government considers that there is still room for significant improvement in terms of the outcomes that are sought, the value for money and the infrastructure of this sector. The recent growth of the Māori language has occurred against the backdrop of a very low starting point. Māori language experts have identified the need to continue to increase the population of highly proficient speakers, to strengthen Māori language use in a variety of settings, and to maintain an enduring focus on the quality of the Māori language being used. They have also highlighted the importance of support for Iwi dialects. This work must be undertaken with the context of a tight fiscal environment, with the aim of securing maximum value from investments in this sector.
6. These programmes and services have developed in a piecemeal manner over the last thirty years, often in response to specific concerns or requirements. They are spread across various agencies and subject to various governance and administration arrangements. The outcome gains that have occurred must be considered in light of the low starting point.
7. Currently, this work is coordinated through the Māori Language Strategy. However, there has not been a substantial review of current arrangements since the early 2000s².
8. On this basis, it is timely to review the arrangements in the Māori Language Strategy and the Māori Language Sector, inclusive of Iwi/Māori communities, Government Agencies and Crown agencies, to identify and support opportunities for enhanced Māori language outcomes, better coordination and structuring and our whole of government focus on achieving enhanced value for money.
9. This Review will provide the basis for a revised and updated Māori Language Strategy that will provide for: greater focus on the outcomes that we are seeking; greater engagement with Iwi and Māori; clarity about the most effective programmes and services to support the outcomes; and an implementation plan to achieve our aims.
10. This document sets out the terms of reference for the Review of the Māori Language Sector (the 'Review'). It addresses the following issues:
 - **Who.** The terms of reference identify who will undertake the Review.
 - **What Groups.** The terms of reference identify what Iwi/Māori organisations and Government agencies will be considered in the Review.

² Notwithstanding this, it is noted that (a) the Office of the Auditor-General undertook a Performance Audit of the Implementation of the Māori Language Strategy in 2007 and (b) officials from Te Puni Kōkiri and Te Taura Whiri i te Reo Māori undertook some work in 2008/09 to consider some options for strengthening the current Māori Language Strategy. This work will inform the current Review of the Māori Language Sector and Strategy.

- **What will be Addressed.** The terms of reference identify the issues that will be considered within the Review, including a value for money focus. The terms also describe the report that will be developed through this process, and the proposed next steps in the development of a revised and updated Māori Language Strategy.
- **How and When.** The terms of reference identify how the Review will be undertaken and the timeframe for this work.

Who Will Undertake the Review

11. The Minister of Māori Affairs will be responsible for this Review. This reflects: the portfolio responsibilities of the Minister for the promotion of the Māori language and culture; the role of the Minister of Māori Affairs as the responsible Minister for the Māori Language Act 1987 and various Māori language sector agencies; the concentration of Māori language programmes and services in Vote: Māori Affairs and Vote: Education; and, the related portfolio responsibilities of the Minister of Māori Affairs as the Associate Minister of Education. The Minister may, from time to time, seek advice from colleagues who have particular expertise in the Māori language sector.
12. The Review will be undertaken by an Independent Panel of up to five members who collectively have expertise across the following areas: Māori language education; tribal dialects; Māori community development designers and practitioners; sociolinguistics and kōrero tuku; machinery of government; and, delivery of effective and efficient public services. The costs for the Independent Panel will be met by Te Puni Kōkiri.
13. It is expected that the Independent Panel will engage with Iwi and Māori on an ongoing basis as they undertake this Review.
14. The Independent Panel will be appointed by the Minister of Māori Affairs, in consultation with the Minister of Education. It will report to the Minister of Māori Affairs on a monthly basis.

What Groups

15. The Review will consider the current health of the Māori language, its growth in the community and the aspirations of Iwi and Māori for their language.
 - **Iwi/Māori communities:** Iwi and Māori Language Strategies and initiatives; Iwi radio stations; wānanga, Independent Tertiary Providers, Kura Kaupapa, Kōhanga Reo and Te Ātaarangi.
 - **Hapū and Marae:** Reo Wānanga.
 - **Whānau:** Individual or collectives of whānau committed to te reo.
 - **Inter-Iwi/Māori:** Total Immersion/Reo Wānanga.

16. The Review will also consider the programmes and services of the following agencies with a view to establishing their effectiveness and efficiency in responding to the aspirations of Iwi and Māori.
 - **Vote Māori Affairs:** Māori Television Service; Te Māngai Pāho; Te Taura Whiri i te Reo Māori; Te Puni Kōkiri.
 - **Vote Education:** Ministry of Education; Tertiary Education Commission; other sector agencies as required.
 - **Other Sectors:** Ministry for Culture and Heritage; Department of Internal Affairs; Ministry of Economic Development; Ministry of Research, Science and Technology; National Library and related agencies; Courts and Tribunals and, other agencies as required.
17. Te Puni Kōkiri will convene and chair an inter-agency working group, including the Ministry of Education and Te Taura Whiri, to support the Review. This group will provide the Independent Panel with required information about their agencies and ensure coordination of this work. This group will meet on a regular basis through the duration of the Review.
18. Te Puni Kōkiri will also provide secretariat support and servicing for the Independent Panel.

What will be Addressed

19. The Review will consider the following issues in the first instance.
 - *Principles.* The Review will develop some guiding principles that will set out the cultural, educational and other drivers that underpin investment in Māori language programmes and services. This work should reflect Treaty of Waitangi principles as they apply to the Māori language and culture.
 - *Outcomes.* The Review will identify the outcomes that are sought by Iwi and Māori from investment in this sector. This will include the development of an analytical framework and intervention logic for the role of Government in Māori language revitalisation. This will be informed by consideration of current levels of Māori language knowledge and use across the country and Iwi and Māori aspirations for the future of the Māori language (based on an analysis, in the first instance, of Iwi language plans and consultation process).
 - *Roles and Responsibilities of Government and Māori.* The Review will identify the roles, responsibilities and expectations of Government and Iwi/Māori in supporting the revitalisation of the Māori language. It will consider the relationship between the roles and responsibilities of Government and Iwi/Māori and provide guidance about opportunities for Government-Iwi/Māori partnerships in this sector. It will also consider the relative priority of the various roles for Government, and whether there are other roles that it should be undertaking.

20. Following consideration of these first order issues, the Review will also consider the programmes and services that support these principles and outcomes.
- *Key Initiatives.* The Review will identify the key programmes and services being delivered by government agencies. This will include consideration of: (a) the programmes and services that are sought by Iwi and Māori to fulfil their Māori language aspirations; (b) the impact of current programmes and services in terms of the outcomes sought; and (c) the satisfaction of Iwi and Māori with current programmes and services.
 - *Coordination and Infrastructure.* The Review will examine the coordination of programmes and services (and related expenditure) across agencies and provide advice about opportunities for enhanced coordination and engagement across agencies. It will also consider the infrastructure of the Māori Language Sector, that is, consideration of whether responsibilities, programmes, expenditure and services are located with the right stakeholders. This work will also include comparison of the functions and powers of the Māori Language Commission with similar bodies domestically and internationally.
 - *Māori Language Expenditure.* The Review will identify current Māori language expenditure across Votes and agencies (that is departments, Crown entities, and other agencies within a Vote that are identified through this process). As part of this work, it will identify the programmes and services that are being funded, and the outcomes and outputs being sought through these programmes and services.
 - *Value.* The Review will assess the value for money of this expenditure. It will also consider other dimensions of 'value' that are appropriate to the different types of programmes and services that are provided by agencies. This will include consideration of 'value' in terms of (a) effectiveness and efficiency of delivery (including unit price analysis and an impact survey); (b) support for the survival and development of cultural identity; (c) support for whānau, hapū and Iwi wellbeing and community relationships; and, the status of the Māori language as a taonga in the context of the Treaty of Waitangi.

The Product and the Next Steps

21. At the completion of the Review, the Independent Panel will produce a report addressed to the Minister of Māori Affairs. This report will set out the findings of the panel, together with recommendations about the issues that should be addressed in a revised and updated Māori Language Strategy.
22. Following this, the Minister of Māori Affairs will (a) review the findings and recommendations of the Independent Panel; (b) develop a draft Māori Language Strategy in consultation with his colleagues; (c) undertake targeted consultation with Māori and (d) prepare a Cabinet

paper to confirm the revised and updated Māori Language Strategy and the medium-term implementation programme.

23. The revised Māori Language Strategy, when confirmed by Cabinet, will set out the guiding principles and outcomes for the revitalisation of the Māori language. It will confirm the roles of Government, and describe how Government will work with Māori to achieve the outcomes (that is, how the roles and responsibilities of Government and Māori will be integrated).
24. The revised Strategy will also set out:
 - the priority that should be given to various roles and programmes and services;
 - the location of the various roles and initiatives within agencies;
 - the location and quantum of funding to support the roles and initiatives within agencies;
 - options for possible enhancements to relevant legislation (for example, the Māori Language Act 1987).
25. The revised Māori Language Strategy will include an implementation plan for key initiatives to be developed and undertaken over the next five years.

How and When will the Review be Undertaken

26. The Review will be undertaken in six phases. It is timed to coincide with the planning cycle for the 2011/12 financial year, with key deliverables scheduled for November 2010, so that decisions can be implemented through planning and budget processes. The phases and timeframe are described below.

Phase	Action	Timeframes (to be confirmed)
Establish Independent Panel	Te Puni Kōkiri to convene panel and provide background information. Panel to confirm timeframe and work programme	Announcement during Māori Language Week 2010
Consideration of First Order Issues (Principles; Outcomes and Roles and Responsibilities of Government and Māori)	Assessment of outcomes data to provide information about the current state of the Māori language; review of Iwi and Māori aspirations based on review of available literature and consultation process.	July-September 2010
Consideration of Second Order Issues (Key Initiatives; Coordination and Infrastructure, etc)	Collection and analysis of data across agencies, including stocktake of current Māori language programmes and services; assessment of current expenditure; analysis of previous evaluations of programmes and services; and, impact survey for programmes and services. This work will provide the basis	October-December 2010

	for the value for money assessment.	
Assessment and Recommendations	Panel reviews data and prepares report with findings and recommendations about revised and updated Māori Language Strategy (including consideration of immediate priorities for action).	February-March 2011
Development of Revised Strategy and Targeted Consultation	Minister of Māori Affairs (a) reviews panel findings and recommendations (b) develops revised and updated Māori Language Strategy and implementation plan; and (c) undertakes targeted consultation with Māori (d) confirms the revised Strategy at Cabinet.	April-June 2011
Confirmation of Revised Strategy	Minister of Māori Affairs seeks Cabinet agreement for revised Māori Language Strategy and implementation plan.	Announcement Māori Language Week 2011