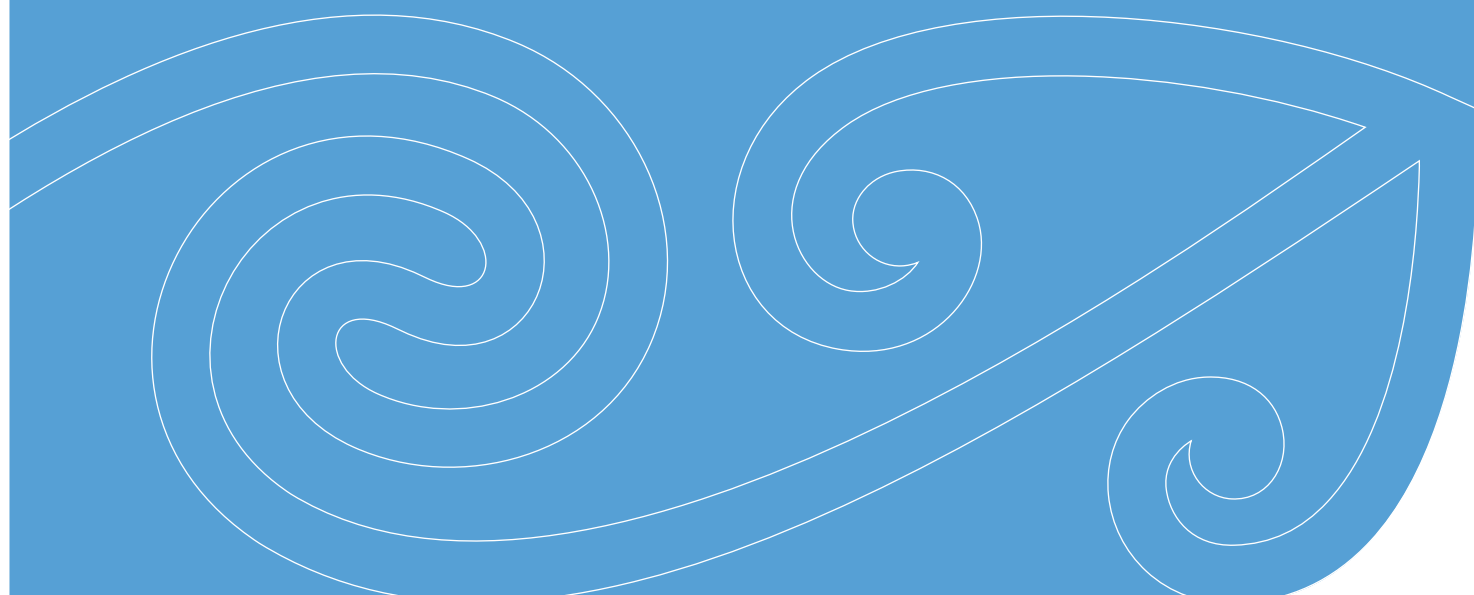Te Puni KŌKIRI
REALISING MĀORI POTENTIAL

Rārangi Mahi o Ngā Ratonga Reo Māori 2006
Inventory of Māori Language Services 2006

EXECUTIVE SUMMARY

Kei te ū te Kawanatanga ki te whakarauoratanga o te reo Māori. Ko tā Te Rautaki Reo Māori he whakatakoto i ngā wawata whakamua mō tēnei taonga me te mea nei he whakatau nei i ngā mahi a ngā tari kāwanatanga ki te tautoko i tēnei wawata.

Ko tēnei rārangi mahi e tiro nei ki ngā mahi whanaketanga, whakatupu reo hoki i tautokona e ngā tari kāwanatanga i te tau putea 2005/2006. He tūāpapa rangahau, kaupapa whanake hoki tēnei o ngā mahi tari kāwanatanga kia ea ai te wawata.

NGĀ TIROHANGA MATUA

E tiro nei tēnei rārangi mahi ki ngā mahi 477 o ngā tari kāwanatanga e aro nei ki te reo Māori i te tau putea 2005/2006 (tekau mō whā ngā tari kāwanatanga i 'kore' whakahoki). Kua whakarōpūngia ngā mahi ki ngā rōpū whānui e whitu: pārongo me ngā pukapuka (26% o ngā mahi); whakawhiwhi ratonga (16% o ngā mahi); whanaketanga ratonga me ngā māhere (5% o ngā mahi); hokona ratonga (6% o ngā mahi); mahi kaimahi ake (25% o ngā mahi); ngā pepa kaupapa (9% o ngā mahi) me ngā mahi (e rua, rahi ake rānei o ngā rōpū kei runga nei).

Kāore i taea te whakatau ngā utu ā tau mō ngā mahi a ngā tari kāwanatanga ki te tautoko i ā rātou mahi reo Māori i te tau putea 2005/2006 nā te mea kāore ngā tari nei i rīkoata ake i ngā utu mō ngā mahi reo Māori. He wāhi rangahau anō tēnei mō ngā rā kei mua. Heoi he whakataunga utu ā tau o ngā utu katoa (kei runga noa i te 1 miriona taara) e tāpiri nei ki Appendix 1[1].

The Government is committed to the revitalisation of the Māori language. The Māori Language Strategy provides a vision for the future of this taonga, and articulates the roles and functions of Government to support this vision.

This inventory provides a stocktake of the many and varied activities that were undertaken by 80 government agencies in 2005/06 to support the growth and development of the Māori language. It provides a basis for further research and policy development about the focus and effectiveness of government activities.

KEY FINDINGS

The inventory identifies a total of 477 activities that make some use of the Māori language that were purchased or provided by 66 agencies in 2005/06 (a further fourteen agencies provided 'nil' returns). These activities can be organised into seven broad categories: communications and publications (26% of activities); delivery of services (16% of activities); development of planning and services (5% of activities); purchase of services (6% of activities); internal staff capacity (25% of activities); policy documents (9% of activities) and integrated programmes (with two or more of the above categories).

It was not possible to estimate the overall expenditure of agencies in 2005/06 to support their Māori language activities through the inventory, because many agencies did not record the expenditure on their Māori language activities as separate line items in their financial reporting. This was identified as an area for further research. However, an indicative estimate of significant expenditure (that is, over $1m) is available as Appendix 1[1].

Full details of the 477 activities are set out in Appendix 2.

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1   This indicative estimate of significant expenditure is based on the best information available. It should be noted that it may not be complete, as: funding information was not available for all initiatives; funding mechanisms vary between agencies; and some budgets may be funding multiple initiatives.

1. INTRODUCTION

The Government is committed to the revitalisation of the Māori language. The Māori Language Strategy provides a vision for the future of this taonga, and articulates the roles and functions of Government to support this vision.

These roles and functions are undertaken by a wide range of agencies, across the whole of the government sector. Te Puni Kōkiri is responsible for monitoring and evaluation of the Māori Language Strategy. It is important to regularly review the activities of government agencies, to ensure we are doing the right things in the right ways. This inventory provides a stocktake of the many and varied activities undertaken by 80 government agencies in the 2005/06 financial year, based on information provided by those agencies. It is part of a wider research programme being undertaken by Te Puni Kōkiri about the health of the Māori language[2].

This report presents the methodology and key findings of the inventory[3]. Section Two of the report sets out the policy settings for the Māori Language Strategy, which provides the basis for the inventory. Section Three of the report outlines the methodology for the inventory. Section Four of the report presents the key findings of the inventory, and considers some policy implications that arise from these findings. Finally, Section Five summarises the key recommendations from this report.

2   The research programme includes: the Survey of Attitudes towards the Māori Language 2006; the Survey of the Health of the Māori Language 2006; and the Inventory of Māori Language Services 2006.
3   A similar inventory was undertaken in 2000. However, it is not possible to directly compare the information because different methodological approaches were used in 2000 and 2006.

2. POLICY SETTINGS OF THE MĀORI LANGUAGE STRATEGY

The health of the Māori language was significantly compromised throughout the course of the 20th Century. Following the release of key studies which described the endangered state of the Māori language in the 1970s, Māori groups and communities developed a range of education initiatives to revitalise the Māori language, including Te Ātaarangi, Te Kōhanga Reo and Kura Kaupapa Māori. In the mid-1980s, Māori language revitalisation activity was widened to incorporate broadcasting. Following the Māori Language Claim to the Waitangi Tribunal, the Māori Language Act (1987) declared Māori to be an official language of New Zealand and established Te Taura Whiri i te Reo Māori (the Māori Language Commission) to promote the Māori language as a living language and ordinary means of communication. Te Taura Whiri i te Reo Māori developed and promoted a focus on language planning and community language development through the 1990s. Throughout this period, Māori language activities were undertaken across a range of agencies and sectors, sometimes with limited co-ordination and planning. The Māori Language Strategy was initially developed in 1998 to provide overarching outcomes for these activities and a platform for co-ordination and further development.

GOVERNMENT ROLE	LEAD AGENCY
Māori Language Education	Ministry of Education
Māori Language Broadcasting	Te Māngai Pāho & Te Puni Kōkiri
Māori Language Arts	Ministry for Culture and Heritage
Māori Language Archives	National Library of New Zealand
Māori Language Policy, Co-ordination and Monitoring	Te Puni Kōkiri
Support for Whānau Language Development	Te Taura Whiri i Te Reo Māori
Māori Language Community Planning	Te Taura Whiri i Te Reo Māori
Māori Language Information Programme	Te Taura Whiri i Te Reo Māori
Māori Language Services (lexical development, benchmarking proficiency, certification of translators, etc)	Te Taura Whiri i Te Reo Māori
Provision of Public Services in the Māori Language	Te Taura Whiri i te Reo Māori & Te Puni Kōkiri

The Māori Language Strategy drew together various strands of thinking about language revitalisation, including sociolinguistic theory, Māori aspirations, and consideration of the roles and functions of government. In particular, it identified five key outcomes which can be paraphrased as: strengthening Māori language skills; strengthening Māori language use; strengthening educational opportunities in the Māori language; strengthening community leadership for the Māori language; and strengthening recognition of the Māori language[4]. In addition, the Māori Language Strategy identified ten roles for Government in supporting the revitalisation of the Māori language, and allocated responsibility for the development of these roles to various lead agencies.

The goals and roles within the Māori Language Strategy underpin the analytical framework for the Inventory of Māori Language Services 2006. In turn, the inventory will inform the review of the Māori Language Strategy that is scheduled for 2008. In particular, it will help us think about whether we are doing the right things in the right way, and whether we are doing enough of them.

3. METHODOLOGY

This inventory was conducted to support the monitoring of the Māori Language Strategy and inform future planning and activities. In essence, the inventory was a survey involving a self-administered questionnaire with a mix of pre-determined fields or answer options that could be selected for most questions, with self-defined answers (by the respondent) for the remaining questions.

Te Puni Kōkiri sought to provide as much assistance as possible to participating organisations to minimise respondent burden, facilitate greater levels of participation, and ensure the collection of quality information. The inventory collected information on the individual activities or services provided throughout the state sector.

3.1 PARTICIPATING AGENCIES

In total, 105 government agencies were sent questionnaires. Some 25 agencies did not respond[5], 14 stated they had "nil activities" and 66 responded with data. Their responses are available as Appendix 2.

3.2 QUESTIONNAIRE DESIGN

There were three parts to the questionnaire.

The first part focussed on collecting information about the specific Māori language services of each organisation in the state sector. Each respondent agency was asked to name all activities undertaken within their organisation in 2005/06 that contributed to language revitalisation and provide a description of these activities[6]. They were then asked to categorise the activity by several predetermined fields, including, output type and revitalisation focus.

In terms of revitalisation focus, three categories were identified: primary; dual and indirect. Some of these activities are specifically designed to support the revitalisation of the Māori language (that is, they have a primary focus on the Māori language). Some activities have a dual focus on (a) the revitalisation of the Māori language and (b) an agency specific outcome. The bulk of activities reported by agencies have an indirect focus on the Māori language (that is, the Māori language is used, to some degree, as agencies seek to pursue their agency outcomes).

The second part asked respondents to link each activity they had identified in part one of the questionnaire to their agency's outcome framework and one of the three government priorities: economic transformation, families – young and old, and national identity. The rationale for this question was to refine our understanding of the alignment of Māori language services to organisational and Government priorities.

The last part of the questionnaire asked respondents to link each activity to the Māori Language Strategy framework. Respondent agencies were asked to align each of their activities to predetermined fields based on the functions and goals of the Māori Language Strategy.

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4   See *Te Rautaki Reo Māori The Māori Language Strategy (2003)* at www.tpk.govt.nz for further information about the goals and other aspects of the strategy.
5   Te Puni Kōkiri made a number of attempts to engage these agencies through various means.
6   The questionnaire also sought to collect information about the expenditure of agencies to support these activities. However, it was not possible to collect valid or reliable data about this issue, as many agencies did not record the expenditure on their Māori language activities as separate line items in their financial reporting. This has been identified as an issue for further research.

3.3 DATA COLLECTION PROCESS

In September 2006, Te Puni Kōkiri sent a letter to participating agencies, informing the Chief Executive of details of the inventory and requesting the name of a representative from each agency who would be responsible for the organisation's response. The nominated official for each organisation was sent a letter about the inventory with instructions for responding, the questionnaire and the option of receiving the questionnaire in electronic form.

Te Puni Kōkiri offered support to the participating organisations, in the form of face-to-face meetings and communications via telephone or email. It was considered important to offer this level of support to organisations to ensure the collection of quality data, especially as the information sought was not always easily visible or quantifiable. Also, given that most organisations have limited involvement in Māori language revitalisation, extra support was sometimes required to enable officials to undertake the last part of the questionnaire.

Over six months, between September 2006 and February 2007, Te Puni Kōkiri officials met with various agencies and fielded numerous telephone and email requests to support the collection of data about Māori language activities undertaken in 2005/06. On completion of the data collection phase, the final data sets were sent to the relevant agencies for verification, prior to the analysis phase.

4. KEY FINDINGS

Government agencies undertake a wide range of activities that contribute to the revitalisation of the Māori language through the Māori Language Strategy. For the purpose of this inventory, we have organised these activities into seven output types:

- Communications and Publications.
- Delivery of Services.
- Development of Planning and Services.
- Purchase of Services.
- Internal Staff Capacity.
- Policy Documents.
- Integrated Programmes.

4.1 COMMUNICATIONS AND PUBLICATIONS.

This output type accounts for 26% of total Māori language activities undertaken across government agencies in 2005/06. Some 43 agencies indicated that they undertook activities of this nature, with examples including bilingual publications and newsletters, posters, corporate branding and agency websites.

These activities typically have a dual or indirect focus on the Māori language and other outcomes, and contribute to the increased use of the Māori language (Goal 2 of the Māori Language Strategy) by providing material for people to read. They also contribute to the recognition of the Māori language (Goal 5 of the Māori Language Strategy) by using the Māori language in high status contexts, that is, within official documents and publications.

EXAMPLE: OFFICE OF THE CLERK	
Output	Te Reo Māori in Hansard
Description	Transcription of speeches given in te reo Māori in the debating chamber, with checking and editing of the written transcript for publication in Hansard in hard copy and on the www.parliament.nz website.
Comment	This activity contributes to the use of the Māori language (both aural use and reading use). It also increases the status of the Māori language through use in a high profile setting.

EXAMPLE: MINISTRY FOR CULTURE AND HERITAGE	
Output	Te Ara
Description	Online encyclopaedia which has the first section of Māori entries translated into te reo Māori.
Comment	This activity contributes to the use of the Māori language. It also increases the status of the Māori language through use in a readily accessible environment, about issues of interest to many New Zealanders.

EXAMPLE: MUSEUM OF NEW ZEALAND TE PAPA TONGAREWA	
Output	Promotion of the Matariki Festival
Description	Bilingual marketing of the Matariki Festival 2006.
Comment	This activity provides indirect support for the Māori language by promoting its use in the context of a high profile national event.

EXAMPLE: STATISTICS NEW ZEALAND	
Output	2006 Census of Population and Dwellings – promotional material and forms
Description	Promotional material, including pamphlets, booklets, posters, was provided in Māori. Available to everyone who requested promotional material in te reo Māori, and was supplied to community groups. In addition, Statistics New Zealand also provided bilingual (Māori-English) census forms to all respondents in three regions, and made the forms available on request elsewhere.
Comment	This activity contributes to the use of the Māori language. It also increases the status of the Māori language through use in a nationwide activity that affects all New Zealanders.

Further analysis indicates that a significant number of activities in this output type were web-based resources. This approach provides significant potential to provide government publications, forms and resources in the Māori language in a cost-effective and efficient manner. It would be useful to undertake further work to identify the key documents administered by agencies (for example, census forms, passports, birth, death and marriage certificates) with a view to ensuring these documents are available in the Māori language.

4.2 DELIVERY OF SERVICES

This output type focuses on the delivery of advisory, information, brokerage and/or advocacy services that provide advice and information to various audiences. Some 16% of Māori language activities provided by government agencies fall into this output type. Some examples of this work include the provision of the *Language Line* service; the use of the Māori language during consultation hui; and the delivery of social marketing campaigns in the Māori language.

These activities typically have a dual or indirect focus on Māori language and other outcomes. They contribute to increased use of the Māori language (Goal 2 of the Māori Language Strategy), through the provision of public services to New Zealanders through the medium of the Māori language. It is noteworthy that some activities in this output type made 'active' use of the Māori language, that is, the service was specifically developed and delivered through the Māori language, while some activities involved the 'passive' use of the Māori language, that is, Māori language services were available on request, (with greater or lesser promotion of the availability of the service). In the latter circumstance, it would be useful if agencies developed an 'active offer' approach, whereby they actively advertised the availability of the service and encouraged its uptake.

EXAMPLE: DEPARTMENT OF INTERNAL AFFAIRS	
Output	Language Line
Description	Professional interpreters provide telephone interpreting services in 39 languages, including Māori, for clients wishing to discuss business with participating agencies.
Comment	This activity supports the use of the Māori language by enabling citizens to access government services through the medium of Māori.

EXAMPLE: ACCIDENT COMPENSATION CORPORATION	
Output	Engagement hui with Māori communities
Description	26 hui were held with several Māori communities in 2005.
Comment	This activity provides indirect support for the Māori language by creating opportunities for Māori to provide feedback about ACC issues in the Māori language, if they choose to.

EXAMPLE: MINISTRY FOR THE ENVIRONMENT	
Output	The Resource Management Act introduction video in Māori
Description	Introduces areas of the Resource Management Act that are relevant to Māori organisations and the more general areas of Māori environmental management.
Comment	This activity supports the use of the Māori language by enabling citizens to access government services through the medium of Māori.

EXAMPLE: NATIONAL LIBRARY OF NEW ZEALAND	
Output	Ngā Upoko Tukutuku Māori Subject Headings
Description	A structured set of terms in the Māori language that Māori library users can relate to and use to find material in libraries.
Comment	This activity supports the use and status of the Māori language.

4.3 DEVELOPMENT OF PLANNING AND SERVICES

This output type is focused on Māori language development activities for external groups (ie, groups that are external to the agency providing the service). There were 26 activities in this output type, which accounts for 5% of the total Māori language activities in 2005/06.

The activities in this output type typically have a primary or dual focus on Māori language outcomes, and contribute to the acquisition of the Māori language through formal education (Goals 1 and 3 of the Māori Language Strategy). Some examples of these activities include the provision of capacity building to iwi radio (Te Māngai Pāho); and the administration of the National Diploma in Public Sector (Māori) (State Services Commission).

EXAMPLE: TE MĀNGAI PĀHO	
Output	Capacity Building
Description	Funding for a structured programme to build capacity in journalism in te reo for radio broadcasters.
Comment	This activity supports the acquisition of sector specific Māori language skills.

EXAMPLE: STATE SERVICES COMMISSION	
Output	National Diploma in Public Sector Māori
Description	Diploma offered by the Public Sector Training Organisation to recognise the skills and knowledge required to work with Māori. The course has three strands: management, policy advice and service delivery. The course scope and content, which currently includes a Māori language component, is currently being reviewed.
Comment	This activity supports the acquisition of sector specific Māori language skills.

4.4 PURCHASE OF SERVICES

This output type includes the provision of finding for, or the purchase of, any Māori language programmes and services from third-party organisations. The activities in this output type are concentrated in the broadcasting and education sectors.

In the broadcasting sector, Te Māngai Pāho and, to a lesser extent, New Zealand on Air provide funding for Māori language and culture programming and operational expenditure on radio and television. The Māori Television Service also receives direct funding to support its operating and capital requirements. These activities are predominantly intended to support the use of the Māori language (Goal 2 of the Māori Language Strategy), although they also provide benefits for Māori language acquisition and status (Goals 1 and 5 of the Māori Language Strategy).

In the education sector, the Ministry of Education and the Tertiary Education Commission administer significant programme funding to support the delivery of Māori language education through programmes and services including the publication of Māori language education resources; the provision of a Māori Immersion Teacher Allowance (Ministry of Education); and student component funding for Māori language courses (Tertiary Education Commission). The activities in this output type typically have a primary or dual focus on Māori language outcomes.

Notwithstanding the limitations on any financial analysis, it is clear from the indicative estimate of significant expenditure at Appendix 1 that the vast bulk of Māori language expenditure across the public sector is concentrated in the education and broadcasting sectors.

EXAMPLE: TE MĀNGAI PĀHO	
Output	Operational Funding for Iwi Radio
Description	Promote Māori language and Māori culture by making funds available on such terms and conditions as Te Māngai Pāho thinks fit for radio broadcasting. Promote Māori radio broadcasting capability. Support the operational costs of iwi radio stations. Purchase programmes to be broadcast on radio.
Comment	This activity supports the aural use of the Māori language. It also supports non-formal acquisition by making Māori available to listeners.

EXAMPLE: NEW ZEALAND ON AIR	
Output	Television Programming
Description	New Zealand on Air funds public interest television programming for broadcast on free-to-air television networks. While the programmes funded are predominantly in English, there is some te reo Māori present.
Comment	This activity provides indirect support for the status of the Māori language, by exemplifying Māori language use in everyday settings.

EXAMPLE: TERTIARY EDUCATION COMMISSION	
Output	Student Component funding for Māori Language/Te Reo Māori Courses
Description	Provision of funding to Tertiary Education Organisations delivering courses to teach te reo Māori.
Comment	This activity supports the acquisition of the Māori language by supporting tertiary institutions to deliver the Māori language to their students.

4.5 INTERNAL STAFF CAPACITY

There were 119 activities in this output type, or 25% of total Māori language activities across government agencies. Most agencies undertook some work in this output type.

These activities were typically aimed at increasing the Māori language and culture knowledge of staff (Goal 1 of the Māori Language Strategy) or creating a supportive environment for the use of the Māori language (Goal 5 of the Māori Language Strategy) through activities such as support for Māori Language Week, and the provision of Māori language training for staff. In further developing these activities, it would be useful to ensure that they are targeted at those staff who are most likely to provide services through the medium of the Māori language to clients.

EXAMPLE: NEW ZEALAND HISTORIC PLACES TRUST (POUHERE TAONGA)	
Output	Training
Description	Provision of te reo Māori courses either internally or externally for professional development.
Comment	This activity supports the acquisition of the Māori language by staff.

EXAMPLE: MINISTRY OF FISHERIES	
Output	Māori Language Week
Description	Involved with creating activities and utilising resourses to celebrate and increase cultural awareness for Te Wiki o Te Reo Māori / Māori Language Week.
Comment	This activity supports the status of the Māori language within the Ministry of Fisheries.

4.6 POLICY DOCUMENTS

Some 9% of total Māori language activities (41 activities) relate to this output type, with these activities being undertaken across a range of agencies. These activities typically have a primary or dual focus on Māori language outcomes. Some examples of these activities include the development of a Māori Language Education Outcomes Framework (Ministry of Education); and the development of a plan for partnership with Māori (National Library of New Zealand).

EXAMPLE: MINISTRY OF EDUCATION	
Output	Māori Language Education Outcomes Framework
Description	The key purpose of the development of a Māori Language Education Outcomes Framework is to guide Government investment and the development of appropriate, effective policy for this part of the sector while strengthening infrastructure, education provision and sector growth.
Comment	This activity supports the acquisition of the Māori language by creating a coherent and robust outcomes framework and investment strategy for Māori language education.

EXAMPLE: NATIONAL LIBRARY OF NEW ZEALAND	
Output	Te Kaupapa Mahi Tahi: A Plan for Partnership 2005–2010
Description	The National Library of New Zealand's strategic framework for engaging with Māori.
Comment	This activity supports the use of the Māori language by providing a coherent approach to Māori language use in a national organisation.

4.7 INTEGRATED PROGRAMMES

This output type is for activities that have significant components of two or more of the other output types. Some 60 activities fell into this category (or 13% of the total). The Community Based Language Initiatives programme administered by the Ministry of Education provides a good example of this category. It supports language planning, resource development, and research and language promotion. These activities typically have a primary or dual focus on Māori language outcomes, and they contribute to the full range of Māori Language Strategy goals.

CASE STUDY: MINISTRY OF EDUCATION	
Output	Community Based Language Initiatives
Description	Initiatives to support parents and caregivers whose children participate in Māori immersion education and to promote learning of iwi-specific language and culture. As well as improving Māori language education outcomes, the programme contributes to the revitalisation of te reo Māori and directly promotes the important role played by different generations in handing down language knowledge. The high level outcomes of CBLI are to create opportunities to strengthen iwi engagement and collaboration within the education sector; promote whanau capability to complement Māori language education outcomes; promote intergenerational transmission between parents of students in Māori immersion/ Māori language education.
	Iwi organisations have taken part in this initiative through projects that support language planning, resource development, research and language promotion. Activities undertaken include gathering data, of the status of the reo in the rohe; language surveys and research; development of strategic language plans; resource developments e.g. papa kupu, publication of local stories, waiata, wananga reo, collections of oral histories, language promotion, marae language planning.

5. CONCLUSION AND RECOMMENDATIONS

This inventory provides a stocktake of the many and varied activities that are being undertaken by 80 government agencies to support the growth and development of the Māori language.

It provides a basis for further research and policy development about the focus and effectiveness of government activities. Going forward, it will be necessary to:

- Identify particular activities that agencies consider are adding significant value to the outcomes of the Māori Language Strategy, and would benefit from further development and expansion;

- Identify any activities that would support the outcomes of the Māori Language Strategy that are currently not being undertaken;

- Develop reporting mechanisms to facilitate the recording of Māori language expenditure within agencies;

- Identify key documents administered by agencies with a view to ensuring these documents are available in the Māori language;

- Support agencies to develop an 'active offer' approach to their Māori language services, whereby they actively advertise the availability of the services and encourage uptake; and

- Support agencies to tailor their internal capacity development programmes to the roles and requirements of their staff.