

Ngā Reo o Tāmaki Makaurau: Auckland's Languages

A Proposal for a Strategic Action Plan

Draft 2.1, March 2015

Developed by the Tāmaki Makaurau Auckland Languages Strategy Working Group (facilitated by COMET Auckland), March 2015. The working group is now seeking endorsement of this proposal from organisations and individuals, and its further development and adoption by the Auckland Council. If you or your organisation would like to endorse it, please email susan.warren@cometauckland.org.nz.

Executive Summary

Purpose

The purpose of the Tāmaki Makaurau Auckland Languages Strategy is to develop a shared agenda for multilingualism and to enable alignment of policy and practice to support, promote and foster all the city's diverse languages and cultures.

Vision

A multilingual Tāmaki Makaurau Auckland that benefits socially, culturally, spiritually and economically from an increasing number of residents speaking more than one language.

- By 2020, Tāmaki Makaurau Auckland recognises the value of our rich language diversity as a taonga.
- By 2040, Tāmaki Makaurau Auckland enjoys the full social, cultural, spiritual and economic benefits of our many living languages.

Strategies

- **Value** all the languages spoken in Tāmaki Makaurau Auckland
- **Maintain** all the languages spoken here
- **Learn** our own and each other's languages
- **Use** our many languages to promote our communities', social, cultural, spiritual and economic wellbeing in a wide range of social domains.

Goals

The strategy sets out actions against nine long term goals:

1. All Tamaki Makaurau Auckland's languages are acknowledged, promoted and celebrated
2. Te reo Māori is strengthened and widely used

3. Everyone is able to communicate in English or has access to high quality English education
4. NZ Sign Language (NZSL) and NZSL interpreting are supported and routinely available
5. Translation and interpreting services are available in all organisations for those who need them
6. Pacific languages flourish
7. Community and heritage languages are maintained and extended
8. High level skills in a range of languages are available for trade, tourism and international relations
9. Stakeholders are regularly brought together to develop and implement language action plans for specific sectors

Benefits of a Tāmaki Makaurau Auckland Languages Strategy

Harnessing the economic and social benefits of languages in Tāmaki Makaurau Auckland will result in:

- Improved student achievement at school
- Reduced barriers to trade and economic development
- Greater integration and inclusion of migrants and refugees
- Status, support and protection for our languages and cultures
- Better career and employment prospects for our young people in Aotearoa New Zealand and overseas
- Enhanced social cohesion and harmony

Current barriers to a multilingual city include:

Language loss – this is occurring at alarming rates for many languages of the Realm (Te Reo Māori, Te Reo Kuki Airani, Gagana Tokelau and Vagahau Niue).

Lack of home language maintenance – this is a challenge for Māori and established and new migrant communities.

Declining language learning in schools and universities – language learning is limited in our schools, with communities struggling to provide services outside the school system.

Limited access to language services – translation and interpreting services are critical for many of Auckland’s diverse communities.

Lost economic opportunities – in tourism and business.

The Tāmaki Makaurau Auckland Languages Strategy will put in place processes and plans to ensure the city embraces its linguistic and cultural diversity in all policy domains. The aim is for a confidently and enthusiastically multilingual city that is both inclusive and internationally connected.

Ngā Reo o Tāmaki Makaurau: Auckland's Languages

Draft Strategic Action Plan (for discussion)

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Vision

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Principles

The principles underlying this strategic action plan are:

1. Māori are the tangata whenua in Aotearoa New Zealand, and te reo Māori me nga tikanga are protected as taonga under Te Tiriti o Waitangi. The revitalisation and normalisation of te reo Māori contributes to our national and regional identity, culture and cohesion. Tāmaki Makaurau Auckland is unique in the iwi who are tangata whenua here, in the large numbers of Māori from other parts of Aotearoa New Zealand who live and work here, in being the world's largest Pacific city, and in being a super-diverse city with an ever-increasing number of migrants, languages and ethnicities.
2. International human rights conventions to which New Zealand is a party recognise every person's right to use their language, and the need for languages to be actively provided for and promoted.
3. Language is a vital part of identity and culture. Support for heritage languages contributes to wellbeing and shows respect and care for all the city's peoples. Language diversity is a key component of the identity of our city.
4. All people have the right to learn and use te reo Māori, New Zealand Sign Language and English, as the three de jure and de facto official languages of Aotearoa.

5. Tokelau, the Cook Islands and Niue are part of the Realm of Aotearoa New Zealand and Gagana Tokelau, Cook Islands Māori and Vagahau Niue are indigenous languages of the Realm. The survival of these languages depends to a great extent on their status, maintenance and use in Aotearoa New Zealand, where a majority of their people live. These languages should be supported and protected alongside the current official languages.
6. Other Pacific languages also require special priority in Aotearoa New Zealand because of the close historical and political relationships between Aotearoa New Zealand and Pacific nations, for example, the Treaty of Friendship with Samoa, and the former status of Tonga, Fiji and other nations as British and/or Aotearoa New Zealand protectorates; because Pacific languages bring opportunities in education, community and employment; because they are at risk of extinction, and because a high proportion of the total worldwide population of many Pacific peoples reside in Aotearoa New Zealand.
7. There is strong evidence for cognitive and achievement gains for children brought up bilingual, and for those who attend bilingual education.
8. There is strong evidence for the social and economic value of residents being able to speak more than one language.
9. Support for languages (including te reo revitalisation, support for bilingualism, translation and interpretation services, opportunities for migrants to learn English, adult literacy, support for languages in education, use of multiple languages in the community, in broadcasting, in the home) is a joint responsibility of central government, local government, civil society, families and individuals.
10. The proposed Tāmaki Makaurau Auckland Languages Strategic Action Plan must work in concert with and alongside existing local, regional and national efforts.
11. Actions in the plan must be evidence-based.

Goals and actions

| Goal | Actions | Responsibility |
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| 1. All Tamaki Makaurau Auckland's languages are acknowledged, promoted and celebrated | <ul style="list-style-type: none"> • Acknowledge the status of English, te reo Māori, and NZ Sign as official languages, and Gagana Tokelau, Cook Islands Māori and Vagahau Niue as languages of the Realm of Aotearoa New Zealand, and determine an appropriate status for other Pacific and community languages in Tāmaki Makaurau Auckland. • Advocate for a national languages policy to | |

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| | <p>provide a national foundation for local initiatives.</p> <ul style="list-style-type: none"> • Establish a Languages Advisory Panel with policy and administrative support to advise the Auckland Council, lead implementation of the action plan, encourage action and cooperation within and between sectors, and monitor progress. • Support annual language weeks for te reo Māori, NZ Sign, Pacific and community languages. • Promote all languages through arts and culture, including events such as cultural festivals and film festivals. • Strengthen the role of libraries in providing language resources, including web based resources, and in promoting language learning and use. • Include te reo Māori and other languages in public signage. • Collect and share examples of good practice in language promotion and use. • Investigate the possibility of establishing a Global Languages Institute based in Auckland. | |
| <p>2. Te reo Māori is strengthened and widely used</p> | <ul style="list-style-type: none"> • Establish a Te Reo Māori Working Group to develop and implement strategies to promote the use of te reo Māori across the region. • Develop naming protocols with Mana Whenua for new streets, buildings, spaces and Auckland Council facility rooms. • Incorporate te reo into all communication avenues including Auckland Council websites. • Advocate for all children to be taught te reo in early childhood, primary and secondary education. • Advocate for bilingual and immersion education to be widely available. • Support community learning of te reo through adult education, including for new migrants. • Create Te Reo Māori immersion environments through events and social, cultural and sporting groups. | |
| <p>3. Everyone is able to communicate in English</p> | <ul style="list-style-type: none"> • Support affordable, accessible, effective and connected ESOL (English for Speakers of Other Languages) provision for all adults and school children who need it across the education | |

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| | <p>sector, workplaces and the community.</p> <ul style="list-style-type: none"> • Support adult English literacy programmes for all who need them. | |
| 4. NZ Sign Language (NZSL) is supported, available and used | <ul style="list-style-type: none"> • Advocate for the development of a national NZSL strategy • Work with Deaf Aotearoa and other stakeholders to encourage the learning and use of NZSL. • Advocate for public, private and community agencies to have the capability to communicate in NZSL. • Use NZSL in the promotion to the public of Council services and in the provision of Council information to the public | |
| 5. Translation and interpreting services are available in all organisations for those who need them | <ul style="list-style-type: none"> • Extend the availability of translation and interpretation services. • Make public information and services accessible to people who do not speak English, through translation and interpretation services. | |
| 6. Pacific languages flourish | <ul style="list-style-type: none"> • Support local implementation of the Pacific Languages Framework and advocate for greater national resourcing of it. • Partner with Pacific communities to develop and implement language action plans as envisaged in the Pacific Languages Framework, and support other initiatives by communities to maintain their languages. • Advocate for the provision of Pacific language education at the early childhood, primary, secondary and tertiary levels, including immersion, bilingual and multilingual education • Advocate for an increase in the number of qualified language teachers, professional development opportunities, language learning resources and research on Pacific languages. • Support community learning of Pacific languages through adult education. | |
| 7. Community and heritage languages are maintained | <ul style="list-style-type: none"> • Advocate for the development of a national Community Languages Framework. • Encourage the teaching of community languages in schools, especially in areas with high numbers of students from particular ethnic | |

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| | <p>groups.</p> <ul style="list-style-type: none"> • Support the development and operation of community language schools. • Advocate for an increase in the number of qualified language teachers, professional development opportunities and language learning resources for mainstream schools and community language schools. • Support other initiatives by communities to maintain their languages, including the role of parents and volunteers. • Support increased programming in community languages on radio and television. | |
| 8. High level skills in a range of languages are available for trade, tourism and international relations | <ul style="list-style-type: none"> • Advocate for the teaching of languages for trade, tourism and international relations in schools, tertiary institutions and adult and community education • Work with the tourism sector to promote Tāmaki Makaurau Auckland as a multilingual city and provide accessible means of communication in a range of languages for visitors. | |
| 9. Stakeholders are regularly brought together to develop and implement language action plans for specific sectors | <ul style="list-style-type: none"> • Encourage the development of specific sector action plans for central government services, local government services, education, health, community, arts and culture, tourism, media. • Identify and work with key partners to develop these plans consistent with the overall Languages Strategic Action Plan, e.g. District Health Boards, education providers, media | |

Measuring progress towards the vision

| Vision | What this might look like | How we might measure it |
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| By 2020, Tāmaki Makaurau Auckland recognises the value of our rich language diversity | <p>Value and celebrate languages</p> <p>Awareness- general public- attitudes</p> <p>Public recognition- signage, official communications</p> <p>Events- language weeks, competitions</p> <p>Language components integrated within events</p> | <p>% of population seeing multilingual society as positive</p> <p>% of population choosing to learn a second language (kids- beyond compulsory and adult/ community</p> |

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| <p>By 2040, Tāmaki Makaurau Auckland enjoys the full economic social and cultural benefits of our many living languages.</p> | <p>Increasing skill - people speaking more than one language Access for all to Te Reo Maori Migrants learning English First Language maintenance Language learning for children Community language opportunities</p> <p>Ensure Communication for all Translation (include NZSL) Multilingual official communication (include NZSL)</p> <p>Languages in regular use Ways to use Te Reo everywhere Ways to use other languages within language communities</p> <p>Making use of languages Employers using/ benefitting from employee’s language skills trade</p> | <p>At least 50% of residents speaking more than one language by 2040 (up from 28.68% in 2013)</p> <p>At least 80% of school leavers able to speak more than one language by 2030</p> <p>% of people fluent in Te Reo % of people fluent in more than one language % of migrants fluent in English within 5 years % of migrants’ children fluent in heritage language Number of languages in which translation is available Number of languages available in official communication % of companies aware of language resources of their people % making use of language resources of their people Systems for finding language skills you need</p> |
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The Tāmaki Makaurau Auckland languages environment

Tāmaki Makaurau Auckland is the most culturally diverse and multilingual city in Aotearoa New Zealand, and one of the most culturally diverse cities in the world.

- It has the largest number of Māori of any city in the world, including 19 recognised iwi holding mana whenua and people from other iwi throughout Aotearoa New Zealand
- It is home to the vast majority of the world’s Niuean, Tokelauan and Cook Islands peoples, whose countries form part of the Aotearoa New Zealand Realm and whose people have access to Aotearoa New Zealand citizenship.

- It has the world’s largest population of Pacific peoples generally.
- The most common languages spoken in Tāmaki Makaurau Auckland are (in order) English, Samoan, Hindi, Northern Chinese, Māori, Yue, Sinitic, Tongan, Korean, French, Tagalog, Afrikaans, German and Spanish.
- Over a quarter of people in Aotearoa New Zealand who communicate in NZ Sign Language live in Tāmaki Makaurau Auckland.
- The vast majority of Aotearoa New Zealand’s Chinese, Indian and Korean people live in Tāmaki Makaurau Auckland, and by 2021 almost one in three people in the city will be of Asian descent

Although Tāmaki Makaurau Auckland is characterised by diverse peoples and languages, nearly three quarters (72%) of residents are monolingual, while many of the remainder speak only one additional language. Those most likely to be bilingual are Māori, Pacific and migrant groups. About 56,000 residents do not speak English.

Multilingualism is central to a diverse city: it allows us to value ourselves, build community, build tolerance, and live peacefully and prosperously.

Currently, many people in Tāmaki Makaurau Auckland miss out on the cognitive advantages of multilingualism. As a community we miss out on the potential of younger language learners because we fail to take advantage of the best windows for language learning and the most effective years for language maintenance. Tāmaki Makaurau Auckland’s migrants, especially our older migrants, could receive much better support for their aspirations to learn communicative English. As a community we fail to grasp the cultural and aesthetic benefits of multilingualism, and many residents cannot garner the educational attainment that crosses language boundaries and unifies knowledge in varied domains.

Most people in Aotearoa New Zealand (93 per cent) agree it is valuable to learn another language¹. Language skills and cultural sensitivity are now required for successful participation and engagement locally, nationally and globally in all spheres of activity. Tāmaki Makaurau Auckland is well placed to harness its language potential.

In the past, it has been possible to “get by” in English only. For our young people to thrive in the future, they will need more options and more experience as language learners. Because most of the world is multilingual this need will be felt even more acutely as today’s young people spread their wings globally. Most English-dominant countries today require their young people to have another language; all of Aotearoa New Zealand’s associates in ASEAN require kids to learn another language from a young age. Aotearoa New Zealand identifies

¹ Asia New Zealand, <http://asianz.org.nz/newsroom/media-releases/2014/perceptions-asia-2013>

strongly with the ethics of team membership: being a team player in the 21st century will mean being multilingual.

One of the more obvious impacts of the absence of a languages policy in Aotearoa New Zealand is seen in education. Evidence shows that quality bilingual or immersion instruction in children's first or heritage language brings measurable gains in literacy achievement in the target language and also in English². However requests to the Ministry of Education for tailored materials or professional development for bilingual classes are met with an explanation that there is no policy to enable provision for learning through languages other than English, te reo Māori and NZ Sign Language.

Even for speakers of te reo Māori and NZ Sign Language, the lack of a comprehensive languages policy limits the extent of support available. For example, there is provision for interpreters and other supports for speakers of NZ Sign Language in their interactions with the justice system, but only limited provision in education, which means that many children have only a few hours per week of interpreter support.

With regard to English, A 2012 report³ commissioned by the Auckland Council to inform the development of the Auckland Plan, the Economic Development Strategy and the Auckland Regional Development Strategy noted that due to a lack of English language services for migrants, 'Auckland is losing an opportunity to gain value from a significant economic resource' (p4). It stated that 'being proficient in English' is the single most important skill that newcomers can cultivate' and a 'commitment to improving the English language skills of migrants and refugees may be the single most significant investment' that can be made to contribute to Auckland's economy (p35).

The key issues

Language loss is occurring at an alarming rate in the case of te reo Māori, Vagahau Niue, Gagana Tokelau and Cook Islands Māori.

Language maintenance is a challenge for other Pacific and other migrant communities, where the number of speakers is increasing or being maintained only through new migration, and second and third generation migrants are not learning the language.

Language teaching is limited and in many cases declining in our schools and other educational institutions, and communities struggle to provide it outside of the school system.

Access to services is limited or denied to people who do not speak or hear English well.

² Ministry of Education (2008). *Teaching and learning for bilingual Pasifika students in New Zealand*.

³ Point Research (March 2012) *Funded Services to Migrants and Refugees in Auckland*.

Lost economic opportunities arise from Auckland not being seen by visitors and prospective migrants as a city that speaks and encourages many languages, and by businesses not having sufficient access to the languages of their prospective trading partners

Benefits of a Strategic Action Plan for Languages in Tāmaki Makaurau Auckland

Creation of a Languages Strategic Action Plan for Tāmaki Makaurau Auckland has the potential to support local action across multiple sectors, being regionally specific and reflecting the city’s super-diversity. There is potential for Auckland Council to take a leadership role in this, making use of local strengths and acting as a facilitator, bringing organisations together to create local solutions. This role does not duplicate or interfere with the role of central government or of the private sector. Rather, it supports and enables coherence and alignment of delivery across multiple organisations, ensures local input so services are contextualised for local needs and conditions, and contributes to the goal of making Tāmaki Makaurau Auckland the most liveable city for all its residents.

Harnessing the economic and social benefits of languages in Tāmaki Makaurau Auckland will result in:

- Improved student achievement at school
- Reduced barriers to trade and economic development
- Greater integration and inclusion of migrants and refugees
- Enhanced social cohesion and harmony
- Support and protection for our languages and cultures
- Better career and employment prospects for our young people

Links to related policies and plans

The Auckland Plan

The Auckland Plan adopted by the Auckland Council sets a target of “increasing the number of residents who are conversant in more than one language from 25 per cent in 2006 to 50 per cent in 2040”, and directs the Council to “support people to retain and cultivate their languages and other forms of cultural expression.”

The Auckland Council’s Arts and Culture Strategic Action Plan

Part One of the Arts and Culture Strategic Action Plan states: “**Language** is also an important component of culture. The official languages of New Zealand are English, te reo Māori and New Zealand Sign Language. In Auckland more than 175 languages are spoken. While this plan includes references to promoting languages through arts and culture, language itself is not a prime focus. The plan acknowledges the benefits of developing a holistic Auckland-wide Language Plan.” Part Two the delivery plan (in draft) –currently contains the following

action: “Use arts and culture activities to promote and celebrate Te Reo Māori, Pasifika languages and other non-English languages spoken in Auckland.”

I Am Auckland: Children and Young Persons Strategic Action Plan

Goal 6 of the Auckland Council’s Children and Young Person’s Strategic Action Plan (Opportunity), calls for “an emphasis on the recognition of culture, especially te reo and ngā tikanga for rangatahi, in the daily lives of young people.”

The Māori Plan for Tāmaki Makaurau

The Māori Plan for Tāmaki Makaurau, developed by the Independent Statutory Māori Board, includes a Māori Advancement Plan for te reo Māori with three actions:

1. Auckland Council to support the establishment of a Te Reo Māori Working Group and secretarial support to develop and implement strategies to promote the use of te reo Māori across the region.
2. Auckland Council to develop naming protocols with Mana Whenua for new streets, buildings, spaces and Auckland Council facility rooms. Te reo Māori to be incorporated into all communication avenues including Auckland Council websites.
3. Auckland Council to advocate for, and grow community support for, compulsory te reo Māori in all Auckland Schools.

Auckland Economic Development Strategy

A Tāmaki Makaurau Auckland Languages Strategic Action Plan would contribute towards the following goals and actions in the Auckland Council’s Economic Development Strategy:

- 4.2.1 Improve literacy, language and numeracy
- 4.2.3 Facilitate skills outcomes for Māori
- 4.2.4 Facilitate skills outcomes for Pacific Peoples
- 4.2.5 Facilitate skills outcomes for new migrants and refugees

National Strategies and Frameworks

There is a National Māori Language Strategy and a Pacific Languages Framework, but there are no strategies or frameworks for NZ Sign, ESOL, interpretation and translation, community languages or international languages. A Tāmaki Makaurau Auckland Strategic Action Plan can help to give local effect to the existing national strategies and frameworks, while also supporting the development of a national language policy or framework to cover all languages groups.

Background to the development of this strategy

This draft proposal was developed by the Tāmaki Makaurau Auckland Language Strategy Working Group, convened by COMET (the Auckland Community Education Trust) following a workshop on a national languages policy hosted by the Royal Society of New Zealand at the Diversity Forum in Tāmaki Makaurau Auckland in 2012. At the workshop, the idea was raised of developing a Tāmaki Makaurau Auckland languages strategy in the absence of any significant progress on a national one in the previous 20 years. The group first came together in November 2012. Participation has grown to include individuals from a wide range of organisations and educational institutions. The group consulted with Māori about how the strategy should link with or support te reo Māori and it was agreed that its work should align with and support a separate Te Reo Māori strategy which would be developed locally and/or nationally.

People from the following organisations and institutions have participated in or contributed to the development of the draft action plan: Alliance Française, Asia New Zealand Foundation, Auckland Council, AUT University, BEST Pacific Academy, COMET Auckland, Community Languages Association of NZ, Deaf Aotearoa, English Language Partners, Esperanto Association, Human Rights Commission, Vagahau Niue Trust, Ngati Tamaoho, Multicultural New Zealand, Pacific Bilingual Leo Coalition, Pasifika Migrant Services, Quality Education Services, University of Auckland, Victoria University of Wellington draft is however the responsibility of the working group, and endorsement from these organisations is not implied. A process of public consultation was undertaken from November 2014 to February 2015.

The working group is now seeking endorsement of the proposed strategic action plan from organisations and individuals, and further development and adoption of the plan by the Auckland Council. If you or your organisation would like to endorse the plan, please email susan.warren@cometauckland.org.nz .