Performance audit report

Implementing the Māori Language Strategy
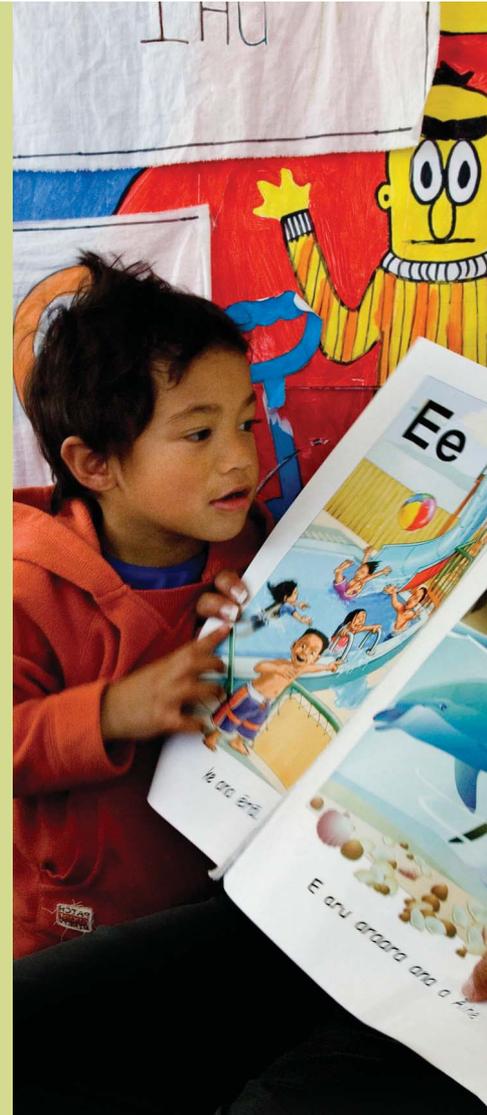
Implementing the Māori Language Strategy

Foreword

The Government acknowledges that it is responsible, under the Treaty of Waitangi, for helping to revitalise the Māori language. It also recognises that the Māori language underpins Māori cultural development, which supports Māori social and economic development and contributes to a unique New Zealand identity. The Government provides Māori language-related services through a wide range of Crown agencies. The Māori Language Strategy (the Strategy) is a 25-year strategy to co-ordinate and prioritise government action in the area of Māori language revitalisation. The Strategy also outlines some important areas where Māori take the lead role in working to revitalise the Māori language.

As stated in the foreword to the Strategy, the Strategy's purpose is to ensure that Māori and the Government do "the right activities in the right ways and at the right times". To this end, the Strategy creates a structure of six lead agencies, each responsible for an area or areas, such as Māori language education or Māori language broadcasting.

As the Waitangi Tribunal noted in its April 1986 Te Reo Māori Claim Report, "in the Māori perspective the place of the language in the life of the nation is indicative of the place of the people". Thus, while the Strategy focuses on language, it can, if successfully implemented, be expected to contribute to the wider development of Māori in New Zealand.

I wish to thank the chief executives and staff of Te Puni Kōkiri — the Ministry of Māori Development, Te Taura Whiri i te Reo Māori — the Māori Language Commission, Te Māngai Pāho — the Māori Broadcasting Funding Agency, the Ministry for Culture and Heritage, the Ministry of Education, and the National Library of New Zealand for the help they provided during the audit. In particular, I wish to thank the members of the Officials' Committee for the Māori Language Strategy for their assistance.

K B Brady
Controller and Auditor-General

1 November 2007

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Summary

Introduction

The Māori Language Strategy (the Strategy) is a 25-year strategy to co-ordinate and prioritise government action in the area of Māori language revitalisation. It was produced jointly by Te Puni Kōkiri – the Ministry of Māori Development (TPK), and Te Taura Whiri i te Reo Māori – the Māori Language Commission (Te Taura Whiri), approved by Cabinet in July 2003, and published in October 2003. The Strategy also outlines some important areas where Māori take the lead role in working to revitalise the Māori language.

The Strategy creates a framework of six lead agencies: TPK, Te Taura Whiri, Te Māngai Pāho – the Māori Broadcasting Funding Agency, the Ministry for Culture and Heritage, the Ministry of Education, and the National Library of New Zealand (the National Library). Each agency is responsible for leading an area or areas, such as Māori language education or Māori language broadcasting.

TPK's responsibilities include co-ordinating, monitoring, and evaluating the Strategy. As part of this responsibility, TPK is to monitor progress towards the 25-year goals at five-year intervals. Also, Cabinet has directed a review of the Strategy in 2008/09 that will focus on various aspects of the Strategy, including outcomes, roles of the Government, and the relationships between Māori and the Government.

Why we did our audit

We did a performance audit to see whether the lead agencies responsible for implementing the Strategy were carrying out their roles effectively. Our aim was to provide assurance to Parliament on whether the Government's Māori language revitalisation efforts were well co-ordinated and targeted through lead agencies' implementation of the Strategy.

Audit scope and expectations

Our audit focused on three questions:

- Has TPK co-ordinated Strategy work effectively?
- Have the lead agencies carried out Strategy planning effectively?
- Is TPK monitoring the outcomes of the Strategy and evaluating the effectiveness of the Government's Māori language activities?

We did not examine activities the lead agencies might be carrying out to implement their Strategy plans as this was outside the scope of our audit. In general, Strategy planning by lead agencies had not progressed far enough to provide a structure against which to assess progress in each area.

We expected that TPK would be effectively and consistently carrying out its co-ordination, monitoring, and evaluation roles. TPK is also responsible for Māori language policy. We did not audit this aspect of TPK's work in our audit, as commenting on policy is outside the mandate of the Auditor-General.

We expected that all lead agencies would have completed effective implementation plans within the deadlines set in the Strategy. An effective Strategy implementation plan should:

• describe the agency's area of responsibility, including a description of the stakeholders in that area;

• describe how the agency intends to lead that area;

• identify five-year outcomes that contribute to the 25-year goals of the Strategy, and the activities throughout the area of responsibility that will produce those outcomes;

• describe the activities the agency intends to do to support Māori language revitalisation; and

• describe ways of measuring progress towards the outcomes, including five-year targets.

What we found

Co-ordination and support by Te Puni Kōkiri

We found that, up to mid-2004, TPK was active in attempting to co-ordinate and support agencies to implement the Strategy. As part of its policy role, TPK was also working on policy and planning for whānau language development, and an information programme promoting the Māori language. However, the initial co-ordination and support offered to lead agencies was not appropriately targeted to effectively address the challenges faced by each agency, and by the lead agency group as a whole. In addition, lead agency commitment to Strategy planning was variable during this period. Agencies had difficulty completing their Strategy planning.

From mid-2004 to early 2005, TPK did little Strategy-related work, partly because of staffing changes. There was little contact between TPK and lead agencies during this time. This hiatus in communication, support, and co-ordination increased the difficulties lead agencies had in completing their Strategy planning.

In 2005, TPK re-engaged with the Strategy. The co-ordination and support offered to agencies is now better targeted, because TPK has a better understanding of each lead agency's challenges and needs. TPK has a more flexible approach to how each agency can meet the Strategy planning requirements. Joint agency meetings to co-ordinate planning and share information also occur regularly.

TPK has two five-year outcomes for its co-ordination and monitoring role, which it is aiming to achieve by 2008. The outcomes are:

- that all government Māori language policies and initiatives have a clear rationale centred on the Strategy; and
- that all Māori language policies are appropriately co-ordinated to ensure a whole-of-government approach to Māori language revitalisation.

Achieving these outcomes by 2008, when the Strategy is due for review, will need sustained commitment to the Strategy and timely action by all lead agencies, including TPK.

Lead agency Strategy planning

Although lead agencies had prepared draft implementation plans, no agency had completed and finalised a plan that fully met the requirements of the Strategy by the 30 June 2004 deadline set by Cabinet.

Since then, TPK and the lead agencies have reconsidered how best to meet the planning requirements of the Strategy. Some agencies have continued to create implementation plans. In addition, agencies have worked to fulfil the planning requirements of the Strategy through other mechanisms, such as links to the Strategy in their Statements of Intent or making reference to the Strategy in other strategies.

Lead agencies need to advance their planning to fulfil the planning requirements of the Strategy as soon as possible. Meeting these requirements, including setting clear outcomes and targets, will provide direction and a basis for further action in the various areas of responsibility and across all lead agencies.

We found that lead agencies had experienced various challenges while trying to implement the Strategy. These challenges included:

- a compressed initial timeframe to complete planning;
- an initial lack of clarity about the role of agencies as leaders in their areas of responsibility;
- lack of powers on the part of TPK to compel the lead agencies to implement the Strategy;
- lack of powers on the part of lead agencies to compel stakeholders to implement the Strategy;
- difficulty in setting reasonable outcomes and targets, particularly outcomes that require a contribution from stakeholders to be achieved; and
- lack of designated resources for planning and implementation, and conflicting priorities within agencies.

Agencies have made progress in addressing these challenges. However, progress in planning and commitment to the Strategy, while improving, remains variable across the lead agencies.

Understanding and carrying out the role of leading their area of responsibility has proved a particular challenge for agencies that did not previously have an explicit focus on Māori language or strong relationships with relevant stakeholders in their areas of responsibility. Continued progress in implementing the Strategy will require lead agencies and TPK to work together to create shared understandings of how each lead agency can best fulfil the role of leading their area or areas of responsibility, including how best to work with stakeholders.

Te Taura Whiri and Te Māngai Pāho, the two agencies with the strongest focus on Māori language, have made the most progress in Strategy planning and in implementing that planning.

Monitoring and evaluation

TPK has fulfilled its role of monitoring the health of the Māori language through surveys of the health of the Māori language and attitudes to the Māori language.

Research New Zealand's *2006 Survey on the Health of the Māori Language*, published by TPK in July 2007, shows significant increases in the number of Māori adults who can speak, read, write, and understand the Māori language. It also indicates progress in re-establishing natural transmission of the language to the next generation, as more Māori adults are speaking in Māori to children in their homes and communities.

TPK has not yet evaluated the effectiveness and efficiency of the Government's Māori language areas of responsibility using the monitoring and evaluation framework outlined in TPK's draft Strategy implementation plan. This is, in part, because Strategy planning by lead agencies had not progressed far enough to provide a basis to assess progress in each area by 2005/06, when the initial evaluations were scheduled to begin.

However, TPK has carried out a broader research and policy assessment role across various areas related to Māori language. In our view, these activities, while useful in themselves, do not constitute systematic evaluations of the Māori language activities in the Government's areas of responsibility.

We note that TPK's general approach to evaluating other agencies' activities has changed since 2003, moving towards ongoing monitoring rather than evaluations of past activities. Given this change, the evaluation framework set out in TPK's implementation plan may no longer be appropriate.

TPK considers that the research and policy assessment activities it has carried out will allow it to complete the overall evaluation of New Zealand-wide effectiveness of government Māori language policies and initiatives that was scheduled for 2007/08 in its draft Strategy plan.

Our recommendations

Recommendation 1
We recommend that Te Puni Kōkiri ensure that its briefings to the Minister of Māori Affairs contain more detailed assessments of progress in implementing the Māori Language Strategy.

Recommendation 2
We recommend that each lead agency come to an explicit agreement with Te Puni Kōkiri about the best way for each agency to fulfil the Māori Language Strategy's planning requirements and ensure that the requirements are fulfilled as agreed.

Recommendation 3
We recommend that the Ministry for Culture and Heritage engage more actively with key stakeholders in the Māori language arts area to encourage alignment between the stakeholders' Māori language-related activities and the 25-year goals of the Māori Language Strategy.

Recommendation 4
We recommend that Te Puni Kōkiri and the other lead agencies work together to identify how each lead agency can influence the stakeholders in its sector to take part in Māori Language Strategy planning and implementation.

Recommendation 5
We recommend that Te Puni Kōkiri and the other lead agencies work together to create five-year Māori Language Strategy outcomes to provide a focus for lead agency and stakeholder activities throughout each area of responsibility.

Recommendation 6
We recommend that lead agencies identify shared outcomes where appropriate.

Recommendation 7

We recommend that Te Puni Kōkiri and the other lead agencies work together to create five-year targets to measure progress towards the five-year outcomes, and include these targets in future planning.

Recommendation 8

We recommend that lead agencies, in consultation with Te Puni Kōkiri, assess the work needed by each agency to effectively implement the Māori Language Strategy, and the resources needed to carry out that work.

Recommendation 9

We recommend that lead agencies consider how they will make available the resources needed to implement the Māori Language Strategy, and advise their Minister if current resources are not sufficient.

Recommendation 10

We recommend that, as part of the planned review of the Māori Language Strategy in 2008/09, the 10 areas of government responsibility for language revitalisation outlined by the Māori Language Strategy are prioritised for action.

Recommendation 11

We recommend that the 2008/09 review of the Māori Language Strategy clarify the nature and extent of Te Puni Kōkiri's evaluation role concerning the Government's Māori language activities.

Part 1
Introduction

1.1 In this Part, we describe:

- the Māori Language Strategy (the Strategy) and the lead agencies responsible for its implementation;
- why we did the audit;
- the scope of the audit;
- our expectations; and
- how we conducted the audit.

The Māori Language Strategy

1.2 The Strategy was produced jointly by Te Puni Kōkiri – the Ministry of Māori Development (TPK), and Te Taura Whiri i te Reo Māori (Te Taura Whiri). It was approved by Cabinet in July 2003, and published in October 2003. It is a 25-year strategy for revitalising the Māori language, and is a revision of the first Māori Language Strategy published in 1997. It was created in consultation with stakeholders, including other government agencies and Māori groups. The Strategy is due for review in 2008/09.

1.3 The aim of the Strategy is to provide planning and co-ordination for the Government's Māori language revitalisation activities to ensure that the Government can do "the right activities in the right ways and at the right times".[1] The Strategy seeks to provide this planning and co-ordination through:

- creating a vision and goals for Māori language revitalisation;
- stating the roles of the Government and of Māori in language revitalisation;
- designating a lead agency or agencies for each area of government involvement; and
- assigning responsibility for co-ordination, monitoring, and evaluation to TPK.

1.4 The Strategy's vision is:

He Reo E Kōrerotia Ana, He Reo Ka Ora
A spoken language is a living language.

By 2028, the Māori language will be widely spoken by Māori. In particular, the Māori language will be in common use within Māori whānau, homes and communities. All New Zealanders will appreciate the value of the Māori language to New Zealand society.[2]

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1   Te Puni Kōkiri and Te Taura Whiri i te Reo Māori (2003), *Te Rautaki Reo Māori – The Māori Language Strategy*, the Ministry of Māori Development, Wellington, page 3.

2   Te Puni Kōkiri and Te Taura Whiri i te Reo Māori (2003), *Te Rautaki Reo Māori – The Māori Language Strategy*, the Ministry of Māori Development, Wellington, page 5.

1.5   This vision is supported by five goals:

- strengthening language skills;
- strengthening language use;
- strengthening education opportunities;
- strengthening community leadership; and
- strengthening recognition of the Māori language.

1.6   These goals are listed in full in Appendix 1.

1.7   The Strategy identifies 10 areas in which the Government can support Māori language revitalisation (the Strategy refers to each area as a "function"). In addition, there are five areas that are the responsibility of Māori (see Appendix 2).

1.8   There are six lead agencies: TPK, Te Taura Whiri, Te Māngai Pāho – the Māori Broadcasting Funding Agency, the Ministry for Culture and Heritage, the Ministry of Education, and the National Library of New Zealand (the National Library). The work of these agencies is described in Appendix 3.

1.9   The Strategy assigns lead responsibility for each government area to one or more of these agencies, as shown in Figure 1.

Figure 1
Areas in which the Government can support language revitalisation, and the agency or agencies with lead responsibility for each area

Area in which the Government can support language revitalisation	Agency/agencies with lead responsibility
Māori language education	Ministry of Education
Māori language broadcasting	Te Puni Kōkiri (policy and planning)
	Te Māngai Pāho and Māori Television Service* (implementation)
Māori language arts	Ministry for Culture and Heritage
Māori language services	Te Taura Whiri i te Reo Māori
Māori language archives	The National Library of New Zealand
Māori language community planning	Te Taura Whiri i te Reo Māori
Māori language policy, co-ordination, and monitoring	Te Puni Kōkiri
Public services provided in Māori	Te Puni Kōkiri and Te Taura Whiri i Te Reo Māori
Māori language information programme**	Te Taura Whiri i te Reo Māori
Whānau language development**	Te Taura Whiri i te Reo Māori

* We did not involve the Māori Television Service in this audit because it is not involved in Strategy planning.
** Before the 2003 Strategy was published, the Government was already carrying out work in eight of the 10 areas identified in the Strategy. In October 2003, Cabinet agreed to include activities in two additional areas – an information programme, and assistance with whānau language development.

What does the Māori Language Strategy ask lead agencies to do?

1.10   The Strategy requires the lead agencies to draw up five-year plans for each of their areas of responsibility. The purpose of each plan is to ensure co-ordination and progress within the lead agency's area or areas of responsibility by:

- describing the agency's area of responsibility, including a description of the stakeholders in that area;

- describing how the agency intends to lead that area;

- identifying five-year outcomes that contribute to the 25-year goals of the Strategy, and the activities throughout the sector that will produce those outcomes;

- describing the activities the agency intends to do to support Māori language revitalisation; and

- describing ways of measuring progress towards the outcomes, including five-year targets.

1.11   Agencies were to create these plans within the wider context of existing departmental planning processes, and to build on existing planning, programmes, and services. Agencies were to identify any fiscal and other issues through their planning processes, and to manage these issues through standard budget, planning, and departmental processes.

1.12   TPK is responsible for co-ordinating the lead agencies' implementation of the Strategy. As part of this responsibility, TPK is to monitor progress towards the 25-year goals at five-year intervals. Also, Cabinet has directed a review of the Strategy in 2008/09 that will focus on various aspects of the Strategy, including outcomes, roles of the Government, and the relationships between Māori and the Government. Furthermore, Cabinet directed TPK to do further research into possible government activities in the areas of whānau language development and an information programme.

Why we did the audit

1.13   We carried out a performance audit to see whether TPK and the other lead agencies were implementing the Māori Language Strategy effectively. Our aim was to provide assurance to Parliament that the Government's Māori language revitalisation efforts were being well co-ordinated and targeted through the implementation of the Strategy.

Scope of the audit

1.14   Our audit focused on three questions:

- Has TPK co-ordinated Strategy work effectively?
- Have the lead agencies carried out Strategy planning effectively?
- Is TPK monitoring the outcomes of the Strategy and evaluating the effectiveness of the Government's Māori language activities?

1.15   We did not examine activities the lead agencies might be carrying out to implement their Strategy plans as this was outside the scope of our audit. In general, Strategy planning by lead agencies had not progressed far enough to provide a structure against which to assess progress in each area.

1.16   The audit also did not examine:

- the outcome of revitalisation efforts;
- the quality of the Strategy or associated policies; or
- individual projects and initiatives that lead agencies have carried out that might contribute to Māori language revitalisation.

1.17   As well as being responsible for the co-ordination, monitoring, and evaluation of the Government's Māori language-related policies, TPK is also responsible for Māori language policy. We did not audit this aspect of TPK's work, as commenting on policy is outside the mandate of the Auditor-General.

1.18   This report includes two case studies that describe the programmes agencies are implementing in the important areas of whānau language development and community language planning. The case study on whānau language development shows how a new initiative on the part of the Government is being put into practice with whānau throughout the country. The community language planning case study describes how agencies were already working with communities to help them achieve their goals in regard to Māori language before 2003. The case study also shows how, since the Strategy was produced, the agencies have been working closely to provide a more co-ordinated service to the communities they are working with. These case studies are in Appendix 4.

Our expectations

1.19   We expected that TPK would be effectively and consistently carrying out its co-ordination, monitoring, and evaluation roles.

1.20   We expected that all lead agencies would have completed effective implementation plans within the deadlines in the Strategy. The components of an effective Strategy implementation plan are described in paragraph 1.10.

How we conducted the audit

1.21   To see whether TPK had co-ordinated Strategy work effectively, the lead agencies had carried out Strategy planning effectively, and TPK was monitoring Strategy outcomes and evaluating the effectiveness of the Government's Māori language activities, we looked at:

- the agencies' Strategy implementation plans provided to us by TPK in September 2006;

- any updates to those plans;

- other planning instruments used by lead agencies to fulfil Strategy planning requirements (for example, the Statement of Intent, internal reporting and monitoring systems including reporting to the Minister or Cabinet, or policy documents about interactions with Māori clients); and

- other documentation, such as minutes of meetings, supplied to us by the agencies concerned.

1.22   In addition, we asked agencies to tell us what progress they had made in creating and implementing their Strategy plans.

Part 2
Māori Language Strategy co-ordination by Te Puni Kōkiri

2.1   In this Part, we:

- provide a summary of the Strategy's requirements for co-ordination and monitoring of the lead agencies' progress in creating and implementing their Strategy plans;

- describe the implementation plan prepared by TPK;

- present our findings on the extent to which TPK (as the lead agency responsible for Strategy co-ordination) fulfilled the Strategy's requirements; and

- discuss the quality of TPK's reporting to the Minister of Māori Affairs.

Māori Language Strategy requirements

2.2   The Strategy requires TPK to co-ordinate and support Strategy activities across the lead agencies, including monitoring the lead agencies' development and delivery of their Strategy plans or planning.

2.3   As part of approving the Strategy, Cabinet directed TPK to carry out its co-ordination and support role through:

- convening a standing committee of officials from each of the lead agencies; and

- creating memoranda of understanding between TPK, Te Taura Whiri, and other agencies, whereby TPK would monitor and offer advice on lead agencies' development and delivery of the implementation plans, and Te Taura Whiri would provide linguistic advice.

Te Puni Kōkiri's implementation plan

2.4   TPK created a draft Strategy implementation plan by 30 June 2004, showing how it would fulfil its co-ordination, monitoring, and evaluation roles.

2.5   The draft implementation plan contained all the elements required by the Strategy, including a clear rationale for the work TPK planned to do, clear outcomes and activities, and a timeline for doing the planned activities. However, the plan was not finalised, and some elements lacked detail. For example, the draft plan stated that TPK would monitor its progress against its activity timeline, and use the other lead agencies to ensure transparency and quality in the delivery of its outcomes, but did not say how.

2.6   TPK's draft implementation plan contained two five-year outcomes:

- by 2008, all government Māori language policies and initiatives would have a clear rationale centred on the Strategy; and

- by 2008, all Māori language policy would be appropriately co-ordinated to ensure a whole-of-government approach to Māori language revitalisation.

Our findings

2.7   We examined TPK's performance in co-ordinating the Strategy and monitoring the lead agencies' creation and implementation of their Strategy plans. We assessed TPK's performance against the outcomes, activities, and timelines set out in TPK's draft implementation plan.

2.8   Overall, we found that TPK's performance of its co-ordination and support role was variable. The initial co-ordination and support offered to lead agencies was not appropriately targeted to effectively address the challenges faced by each agency, and by the lead agency group as a whole. From mid-2004 to early 2005, TPK did little Strategy-related work, partly because of staffing changes. There was little contact between TPK and lead agencies during this time.

2.9   Since early 2005, TPK's performance has improved. TPK is now actively fulfilling its co-ordination and support role, and the lead agencies have made progress towards achieving TPK's five-year outcomes.

Co-ordination and support until March 2005

2.10   TPK created mechanisms to co-ordinate a whole-of-government approach and support lead agencies in writing implementation plans. In 2003, TPK convened an Officials' Committee Māori Language Strategy (OCMLS), intended to meet every two months, and a Chief Executive Forum, intended to meet every six months.

2.11   The OCMLS met a number of times between September 2003 and May 2004, but then did not meet again until May 2005. This year-long gap between OCMLS meetings and the variability of some lead agencies' attendance until 2005 reflects a lack of commitment from some lead agencies, including TPK as the convenor. TPK agrees that the OCMLS was not an effective working group during its initial meetings, and that TPK was responsible for providing better leadership in this area. The Chief Executive Forum ceased to meet after two meetings.

2.12   Without regular OCMLS meetings backed up by the Chief Executive Forum, TPK lacked an important way to promote whole-of-government co-ordination and co-operation.

2.13   In addition to convening the OCMLS and the Chief Executive Forum, TPK also carried out other co-ordination and support activities. These included meetings with individual agencies, providing a guidance document outlining Strategy planning requirements, providing written comments on draft Strategy plans, and compiling an inventory of government spending on Māori language services.

2.14   Memoranda of understanding between TPK, Te Taura Whiri, and the other lead agencies were not completed.

2.15   TPK initially underestimated the work needed for lead agencies to complete Strategy implementation plans, and overestimated its own ability to assist lead agencies in this task. TPK also overestimated lead agencies' understanding of, and commitment to, the Strategy. In particular, TPK did not consider the time and support needed for lead agencies to identify, liaise with, and influence stakeholders in their area to gain sector-wide engagement with the Strategy. TPK agrees that it could have targeted its initial support and feedback more effectively.

2.16   In an April 2004 briefing to the Minister of Māori Affairs, TPK stated that some lead agencies were struggling to fulfil their responsibilities under the Strategy, but advised that "all agencies are on target to complete their [implementation] plans by the 30 June 2004 deadline". However, one lead agency had advised TPK in February 2004 that its plan would not be completed and finalised before the deadline. Although lead agencies had prepared draft implementation plans, none of the agencies completed and finalised a Strategy implementation plan by 30 June 2004. We note that, as TPK has no way to hold lead agencies accountable for meeting deadlines, or to compel them to take action to meet deadlines, there have been no consequences for the lead agencies for not completing their plans by the 30 June 2004 deadline.

2.17   During the period mid-2004 to early 2005, TPK did not actively co-ordinate and monitor the implementation of the Strategy. TPK agrees that there was little focus on the Strategy during this period. The hiatus in TPK's engagement led to a loss of momentum among the other lead agencies.

Co-ordination and support since March 2005

2.18   In early 2005, TPK started to re-engage with the other lead agencies. TPK met with lead agencies to gauge progress and continues to hold one-to-one meetings. The OCMLS met regularly and TPK moved towards making these meetings more focused, with a workshop-type approach. The Chief Executive Forum met again in late 2006. Terms of Reference for the OCMLS and the Chief Executive Forum were signed in 2007. Lead agencies told us the volume and usefulness of their contact with TPK about the Strategy had improved since 2005.

2.19   Over time, TPK's view of what is an acceptable response to the Strategy's planning requirements has become more flexible. Since mid-2005, when it became clear that lead agencies were still struggling to create stand-alone implementation plans, TPK has focused on agencies fulfilling the requirements through other planning mechanisms – for example, including Strategy outcomes in their

Statements of Intent rather than necessarily through stand-alone plans. TPK also now sees Strategy planning as ongoing, especially for agencies for which Māori language activities are not a primary focus.

2.20   TPK's co-ordination and support role is crucial to the success of the Strategy. TPK must carry out this role consistently, and with a full understanding of individual lead agencies' challenges, for the Strategy to succeed. In addition, fully achieving TPK's two 2008 outcomes will need sustained commitment to the Strategy and timely action by all lead agencies, including TPK, in the next few months leading up to the deadline.

Quality of reporting to the Minister of Māori Affairs

2.21   TPK's April 2004 briefing to the Minister of Māori Affairs stating that all lead agencies were on target to complete their implementation plans by 30 June 2004 was an unrealistic assessment, and showed TPK's lack of appreciation of how much work was required to complete the plans. We did not see any later explanation to the Minister about why the lead agencies had not completed and finalised their plans by the deadline.

2.22   We also looked at the 2005 and 2006 end-of-year updates for the Minister. Both stated that lead agencies were making progress, but did not provide specific information on each agency's progress. The 2006 report provided little information about the nature of the progress made since the previous year, although it did identify new initiatives and areas for further development. End-of-year and other updates need to provide the Minister with a more detailed account of progress by each agency and across the Strategy as a whole, for TPK to comply fully with its responsibility to monitor the progress of lead agencies and the implementation of the Strategy overall.

Recommendation 1

We recommend that Te Puni Kōkiri ensure that its briefings to the Minister of Māori Affairs contain more detailed assessments of progress in implementing the Māori Language Strategy.

Part 3
Māori Language Strategy planning by the six lead agencies

3.1   In this Part, we:

- provide a summary of the Strategy requirements for lead agency planning;
- summarise our findings about the progress of the lead agencies in completing their Strategy planning;
- describe and comment on the challenges faced by agencies in completing their planning; and
- make recommendations for improving implementation of the Strategy.

Māori Language Strategy requirements

3.2   Cabinet instructed all lead agencies to have completed Strategy implementation plans for their areas of responsibility by 30 June 2004. The published Strategy requires implementation plans to include:[1]

- *explicit linkages to the Māori Language Strategy goals;*
- *environmental scans;*
- *systems for developing and managing stakeholder relationships;*
- *identification and description of the key sector agencies;*
- *agency-level outcomes (with five year targets);*
- *outputs that will contribute to the agency-level outcomes (and intervention logics to demonstrate how these outputs have been selected);*
- *timetables for roll-outs;*
- *inputs to achieve the outputs (including an assessment of current inputs); and*
- *monitoring and evaluation systems.*

3.3   Agencies were to create these plans within the wider context of existing departmental planning processes, and to build on existing planning, programmes, and services. Agencies were to identify any fiscal and other issues through their planning processes, and to manage these issues through standard budget, planning, and departmental processes.

Our findings

3.4   No agencies had finalised implementation plans that fully met Cabinet requirements by 30 June 2004. Agencies were continuing to work to fulfil the planning requirements.

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1   Te Puni Kōkiri and Te Taura Whiri i te Reo Māori (2003), *Te Rautaki Reo Māori – The Māori Language Strategy*, the Ministry of Māori Development, Wellington, page 35.

Progress by 30 June 2004

3.5   TPK and Te Māngai Pāho had implementation plans that clearly addressed their Strategy areas of responsibility and showed their own activities and how they were going to lead their areas of responsibility. However, the plans lacked detail in some areas. In addition:

- TPK's plan for Māori language policy, co-ordination, and monitoring remained in draft;
- TPK prepared a joint plan for public services provided in Māori with Te Taura Whiri, but this was also in draft; and
- Te Māngai Pāho submitted a draft of its Statement of Intent, rather than a separate Strategy implementation plan.

3.6   Te Taura Whiri had a draft implementation plan that outlined the activities it intended to carry out in the areas of Māori language services, community language planning, and public services provided in Māori. The draft plan included environmental scans in these areas and explained how the planned activities linked to the Strategy goals. The draft did not, at this stage, include planning for the information programme or for whānau language development, the two additional areas of responsibility that Cabinet approved in October 2003.

3.7   The National Library and the Ministry for Culture and Heritage had Strategy implementation plans that were in draft and did not fulfil all the Strategy requirements. These draft plans did not clearly show what these agencies would do to support Māori language revitalisation or lead their areas of responsibility.

3.8   Before the Strategy was published, the Ministry of Education was already working on a bilingual education outcomes framework, for which it had received funding in the 2003 Budget. Cabinet agreed that the Ministry's implementation plan for the Strategy would be developed in the context of its work on the framework. The Ministry submitted an implementation plan by 30 June 2004. However, this plan outlined how the Ministry intended to complete the Bilingual Education Outcomes Framework, rather than how it would lead the area of Māori language education. We note that, at the time of our audit, the framework had not been completed. In 2006, the Ministry received further funding to complete the framework, which was subsequently refocused and renamed the Māori Language Education Outcomes Framework.

Progress since 30 June 2004

3.9   Lead agencies have since made progress towards fulfilling Cabinet's planning requirements. Most agencies have continued to work towards finalising implementation plans. Agencies have also worked to fulfil the planning

requirements of the Strategy through different planning mechanisms, including making links between their activities and the Strategy in their Statements of Intent, or referencing the Strategy in other draft strategies they are working on. For example, the Ministry of Education has a reference to the Strategy in its draft revised Māori Education Strategy, *Ka Hikitia: Setting Priorities for Māori Education*.[2]

3.10   Agencies have also carried out various projects and initiatives, such as working together to co-ordinate the Māori language-related funds they administer.

Challenges for lead agencies

3.11   In this section, we discuss the main challenges lead agencies faced in completing and implementing their Strategy plans or planning.

A compressed initial timeline

3.12   The Strategy required lead agencies to have completed Strategy implementation plans by 30 June 2004. Cabinet confirmed this deadline on 23 July 2003, 11 months before the completion date. The OCMLS met for the first time on 3 September 2003.

3.13   The six lead agencies for the Strategy differ significantly from each other. For example, the agencies differ markedly in their legislative objectives and powers, their existing roles within the Strategy area they are responsible for, and the extent of their focus on Māori language before the Strategy was introduced.

3.14   The period of 11 months for completing the implementation plans was not realistic, in particular for agencies that had not previously seen themselves as leading a Māori language area and that did not necessarily have established relationships with stakeholders in their area of responsibility.

3.15   The planning requirements outlined in the published Strategy, and the timeline for the lead agencies to complete planning, confirmed by Cabinet on TPK's advice, did not sufficiently take into account the differences in agency experiences. Nor did the requirements or timeline allow for how challenging some lead agencies would find the role required of them by the Strategy. In addition, as discussed in Part 2, the support and guidance provided by TPK during the initial planning period was not well tailored to individual agencies. All of these factors contributed to the difficulty experienced by lead agencies in completing Strategy plans and the low overall quality of the planning that was completed by the deadline.

3.16   Planning became a compliance exercise, rather than an opportunity to genuinely engage with the Strategy and establish how lead agencies would fulfil their roles.

2   Ministry of Education (2006), *Ka Hikitia: Setting Priorities for Māori Education*, Wellington, page 24.

3.17   However, agencies' approaches to fulfilling the Strategy planning requirements have become more flexible over time. Most agencies have now included, or are working towards including, Strategy planning as part of their Statements of Intent, or other public planning documents such as the Māori Education Strategy. TPK now supports this more flexible approach.

Recommendation 2
We recommend that each lead agency come to an explicit agreement with Te Puni Kōkiri about the best way for each agency to fulfil the Māori Language Strategy's planning requirements and ensure that the requirements are fulfilled as agreed.

Some agencies had difficulty understanding their role as leaders in their areas

3.18   To effectively lead a Māori language area, agencies need to decide outcomes for their area, liaise with stakeholders, and ensure that Māori language activities throughout the sector contribute to the relevant five-year Strategy outcomes.

3.19   This leadership role has been easier for some agencies to understand and carry out than for others. Some lead agencies already had clear relationships with stakeholders focused on Māori language, and had various ways in which they could encourage stakeholders in their area to contribute to the Strategy. However, other agencies were still creating new Strategy-centred relationships with stakeholders in their Māori language area.

3.20   Te Māngai Pāho is an example of an agency that has found it relatively easy to engage with stakeholders. Te Māngai Pāho funds the key stakeholders in the broadcasting area (Māori Television Service, iwi radio, and producers of Māori language television shows). Regardless of the Strategy, it has a leading role in Māori language broadcasting. It is also in a position to influence its stakeholders by, for example, including links to the Strategy in its funding contracts.

3.21   By contrast, the National Library is the designated lead agency for Māori language archives, but is one of many organisations involved in that broad area. The sector is diverse, including museums and galleries, libraries, archives, historical societies, and marae. The National Library does not have a mandate to direct or monitor any of those other organisations. Rather, its relationship with agencies such as Te Papa or other libraries is of a collegial or professional nature. Therefore, as its draft implementation plan notes, the National Library needs to work co-operatively with its stakeholders, and to carry out activities with shared resources where possible. The National Library was considering working with Archives New Zealand and Te Papa to include a shared Strategy outcome in their respective

Statements of Intent, as one way of encouraging co-ordination and co-operation across the sector.

3.22   TPK and the other lead agencies are now making progress in creating a shared understanding of what "leading the sector" means for each lead agency. TPK has offered to support lead agencies' interaction with stakeholders in each area where lead agencies would find this useful.

3.23   The Ministry for Culture and Heritage has had particular difficulty with its sector leadership role. The Ministry's draft plan states that it will promote the adoption of the Strategy through Creative New Zealand (an autonomous Crown entity for which the Ministry is the administering department) and Te Matatini (a small non-governmental organisation formerly known as the Aotearoa Traditional Māori Performing Arts Society). Creative New Zealand and Te Matatini operate independently of the Ministry, and are responsible for their own management and programme delivery. Under the Crown Entities Act 2004, the Ministry can direct Creative New Zealand to have regard to government policy. However, the legislation establishing Creative New Zealand provides that "[t]he Minister may not give a direction to the Council in relation to cultural matters".[3] During our audit, the Ministry noted that revitalising the Māori language was not the primary purpose of either Creative New Zealand or Te Matatini and that no additional funding had been provided for the agencies to implement any additional Māori language-related activities.

3.24   Within this context, the Ministry for Culture and Heritage's draft plan stated that it would ensure that the Strategy was considered as part of Creative New Zealand and Te Matatini's annual planning discussions. The draft plan also stated that the Ministry would provide feedback to these agencies and monitor progress over time. These actions would have been appropriate within the statutory context. However, the Ministry advised us that, while it had initially liaised with Creative New Zealand and Te Matatini about the Strategy, there had been little discussion of the Strategy for some time. The Ministry considered that a confirmed plan would have made the basis for engagement with its agencies clearer and assisted it to implement the Strategy more effectively.

3.25   In our view, the Ministry for Culture and Heritage should have made a more sustained effort to implement its draft plan. The Ministry agreed that it should have done more to confirm a plan with TPK and could have considered more thoroughly how it might work with Creative New Zealand and Te Matatini to encourage alignment between the Māori language-related activities those agencies carry out or support, and the goals of the Strategy.

3   The Arts Council of New Zealand Toi Aotearoa Act 1994, section 7(3).

Recommendation 3

We recommend that the Ministry for Culture and Heritage engage more actively with key stakeholders in the Māori language arts area to encourage alignment between the stakeholders' Māori language-related activities and the 25-year goals of the Māori language Strategy.

Lack of compulsion attached to the Strategy

3.26   The Strategy directs TPK to monitor lead agencies' progress in creating and implementing Strategy planning. Te Taura Whiri and Te Māngai Pāho are Crown entities and consult regularly with TPK (which is their administering department) about their general planning and activities. TPK monitors these agencies' compliance with the Strategy as part of this consultation. TPK has fewer mechanisms to encourage the other lead agencies to complete their Strategy planning.

3.27   Some lead agencies do not have funding or other mechanisms to use to ensure that Māori language-related activities of stakeholders in their area contribute to the Strategy goals. As a result, successful implementation of the Strategy relies largely on lead agencies and their stakeholders appreciating how the Strategy's goals fit in with their own goals, priorities, and activities.

Recommendation 4

We recommend that Te Puni Kōkiri and the other lead agencies work together to identify how each lead agency can influence the stakeholders in its sector to take part in Māori Language Strategy planning and implementation.

Identifying five-year outcomes

3.28   The Strategy establishes five 25-year goals for the Māori language (see Appendix 1). The planning framework of the Strategy requires agencies to create five-year outcomes, or interim goals, that will contribute to achieving the 25-year goals. The stand-alone implementation plans or other planning of lead agencies should show, through interventions linked to these five-year outcomes, how the agencies and stakeholders in the agencies' areas of responsibility will contribute to these high-level goals.

3.29   Clear agency-level and sector-level outcomes linked to the Strategy are critical for showing agencies' commitment to the Strategy, for guiding their work, and for allowing agencies to have focused discussions about working with stakeholders in their sector.

3.30   TPK, Te Taura Whiri, and Te Māngai Paho's Strategy planning included outcomes related to the Strategy goals. However, the other three lead agencies had not identified Strategy outcomes in their planning. Identifying outcomes is one of the priority areas TPK intends to address in the review of the Strategy in 2008/09.

Managing for shared outcomes

3.31   The agencies' role as leaders of their area of responsibility is to identify outcomes and work with their stakeholders towards achieving those outcomes. For most outcomes, this will require contributions from stakeholders in the sector as well as the lead agency. For example, the National Library will require contributions from Te Papa and Archives New Zealand as well as other agencies to make significant progress in the Māori language archives area.

3.32   Given the role of stakeholders in achieving the outcomes, TPK considers that agencies should be accountable for providing leadership and co-ordinating activities in the sector, rather than being accountable for achieving the outcomes on their own. We note that this distinction is in line with guidance issued by the State Services Commission in 2003, *Managing for Outcomes: Guidance for Departments*.

3.33   In some areas it might be useful for lead agencies to work together on a shared outcome that involves more than one area of responsibility. For example, the Ministry of Education and the National Library could work together towards a shared outcome for providing Māori language educational resources.

Recommendation 5

We recommend that Te Puni Kōkiri and the other lead agencies work together to create five-year Māori Language Strategy outcomes to provide a focus for lead agency and stakeholder activities throughout each area of responsibility.

Recommendation 6

We recommend that lead agencies identify shared outcomes where appropriate.

Difficulty setting targets

3.34   Agencies were weak in setting targets to support their outcomes.

3.35   Initially, TPK created a set of draft five-year targets for agencies to use in their planning. Lead agencies had not used these targets in their planning. TPK did not progress its work in creating targets for the initial round of Strategy planning,

because there was not enough information about the state of the Māori language, or the likely effects of government activities, to create realistic targets.

3.36   As part of its monitoring of the health of the Māori language, TPK intends to complete research that will provide more information on which to base targets for the 2008-13 Strategy planning period.

3.37   Clear, measurable targets linked to outcomes will provide a way of measuring the effectiveness of the implementation of the Strategy.

Recommendation 7
We recommend that Te Puni Kōkiri and the other lead agencies work together to create five-year targets to measure progress towards the five-year outcomes, and include these targets in future planning.

Lack of designated resources for Māori Language Strategy planning and implementation, and conflicting priorities

3.38   The Strategy requirements imposed a new workload on lead agencies, especially agencies that had not previously considered themselves as leading a Māori language area. The Strategy does not discuss or quantify the potential resource implications for TPK or the other lead agencies of carrying out the planning and activities needed to implement the Strategy. However, Cabinet directed that lead agencies were to identify fiscal and other issues through their planning processes and were to manage these issues through standard budget, planning, and departmental processes.

3.39   Not all agencies have linked their Strategy planning to their business planning. Separating Strategy planning from agencies' business planning may have contributed to slow progress, because agencies might have overlooked Strategy activities or have given them a low priority.

3.40   When we discussed with lead agencies why they had not completed their Strategy planning and implementation, several agencies said that this was because of a lack of resources.

3.41   One agency said that, while the Strategy had never fallen off the work plan, other more pressing work had always taken priority. Another lead agency told us that Māori language revitalisation was not one of its priorities. The agency felt that its primary job was to fulfil the requirements of its Statement of Intent, and that it was unreasonable to expect it to carry out the additional role of leading a Māori language sector without more resources.

3.42   Some agencies experienced loss of institutional knowledge about the Strategy because of staff turnover, which led to a loss of momentum in their activities. This suggests that the agencies concerned had not considered succession planning to ensure continuity of work on the Strategy; nor had they given priority to planning and carrying out their leadership role.

3.43   All the lead agencies for the Strategy had their roles assigned to them by Cabinet. Lead agencies therefore have a responsibility to implement the requirements of the Strategy, and to consider the Strategy during their planning and resource allocation processes. Agencies also have a general responsibility to alert Ministers if any resource or other constraints prevent them from carrying out Cabinet directives, and should have done so if this was the case with the work required to implement the Strategy.

3.44   In some cases, agencies have chosen to prioritise activity in some of their areas of responsibility above activity in other areas. For example, Te Taura Whiri has done few of the planned activities related to providing public services in te reo Māori. Staff at Te Taura Whiri and TPK (which are jointly responsible for this area) consider this a lower priority than their other responsibilities, because it makes a lesser contribution to language revitalisation than other activities.

3.45   TPK is considering explicitly stating the relative priority of the 10 areas of responsibility as part of the planned 2008/09 review of the Strategy. This would provide more transparency about which activities are critical for language revitalisation and must be implemented, and those which are secondary activities that should be implemented only when possible.

Recommendation 8

We recommend that lead agencies, in consultation with Te Puni Kōkiri, assess the work needed by each agency to effectively implement the Māori Language Strategy, and the resources needed to carry out that work.

Recommendation 9

We recommend that lead agencies consider how they will make available the resources needed to implement the Māori Language Strategy, and advise their Minister if current resources are not sufficient.

Recommendation 10

We recommend that, as part of the planned review of the Māori Language Strategy in 2008/09, the 10 areas of government responsibility for language revitalisation outlined by the Māori Language Strategy are prioritised for action.

Part 4
Māori Language Strategy monitoring and evaluation by Te Puni Kōkiri

4.1   In this part, we:

- provide a summary of the Strategy's requirements for monitoring the health of the Māori language and evaluating the effectiveness and efficiency of the Government's Māori language activities; and

- present our findings on the extent to which TPK (as the lead agency responsible for Māori Language Strategy monitoring and evaluation) has fulfilled those requirements.

Māori Language Strategy requirements

4.2   The Strategy directs TPK to monitor the health of the Māori language to assess progress made towards the 25-year outcomes of the Strategy.

4.3   The Strategy also states that TPK will evaluate the effectiveness and efficiency of the Government's Māori language activities to ensure value for money.

Our findings

Monitoring the health of the Māori language

4.4   TPK has conducted or contracted two types of survey – surveys of the health of the Māori language (in 2001 and 2006) and surveys of attitudes to the Māori language (the results of the third survey of attitudes were published in 2006). TPK plans to repeat the survey of the health of the Māori language every five years, and the survey of attitudes every three years.

4.5   These surveys meet our expectations for monitoring the health of the Māori language.

4.6   The *2006 Survey on the Health of the Māori Language*,[1] published in July 2007, shows significant increases in the number of Māori adults who can speak, read, write, and understand the Māori language. It also indicates progress in re-establishing natural transmission of the language to the next generation, as more Māori adults are speaking in Māori to children in their homes and communities.

Evaluation of the effectiveness and efficiency of the Government's Māori language activities

4.7   TPK's draft Strategy implementation plan describes a monitoring and evaluation framework that included evaluations for each Strategy area of responsibility in 2005/06 and 2006/07, using lead agency plans as the basis for the evaluations. These evaluations were to be used to create an overall evaluation of the effectiveness of Māori language policies and programmes.

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1   Research New Zealand (2007), *2006 Survey on the Health of the Māori Language*, Te Puni Kōkiri, Wellington.

4.8   TPK has not yet evaluated the effectiveness and efficiency of the Government's Māori language activities using the framework of evaluations outlined in TPK's draft Strategy implementation plan. This is, in part, because Strategy planning by lead agencies had not progressed far enough to provide a basis to assess progress in each area by 2005/06, when the initial evaluations were scheduled to begin.

4.9   However, TPK has carried out broader research and policy assessment across various areas related to Māori language. For example, TPK has conducted an inventory of Māori language services provided by public entities, and done policy work about Māori language – for example, in-house research into focus areas for Māori language revitalisation, such as Māori language education, broadcasting, and whānau language development. TPK considers that this work, combined with the surveys on health of the Māori language and on attitudes to the Māori language, will allow it to complete the overall evaluation of New Zealand-wide effectiveness of Māori language policies and programmes planned for 2007/08. This evaluation will inform the 2008/09 review of the Strategy.

4.10   In our view, the activities carried out so far by TPK do not constitute systematic evaluations of the effectiveness of the Māori language activities carried out by the government agencies. We note that TPK's general approach to evaluating other agencies' activities has changed since 2003, moving towards ongoing monitoring rather than evaluations of past activities. Given this change, the evaluation framework set out in TPK's implementation plan may no longer be appropriate. The 2008/09 review of the Strategy should clarify the nature of TPK's evaluation role and how TPK will carry it out.

Recommendation 11

We recommend that the 2008/09 review of the Māori Language Strategy clarify the nature and extent of Te Puni Kōkiri's evaluation role concerning the Government's Māori language activities.

Appendix 1
Māori Language Strategy goals

The Māori Language Strategy has five goals:

Goal 1. Strengthening Language Skills

The majority of Māori will be able to speak Māori to some extent by 2028. There will be increases in proficiency levels of people in speaking Māori, listening to Māori, reading Māori and writing in Māori....

Goal 2. Strengthening Language Use

By 2028 Māori language use will be increased at marae, within Māori households, and other targeted domains. In these domains the Māori language will be in common use....

Goal 3. Strengthening Education Opportunities

By 2028 all Māori and other New Zealanders will have enhanced access to high-quality Māori language education....

Goal 4. Strengthening Community Leadership

By 2028, iwi, hapū and local communities will be the leading parties in ensuring local-level language revitalisation. Iwi dialects of the Māori language will be supported....

Goal 5. Strengthening Recognition of the Māori Language

By 2028 the Māori language will be valued by all New Zealanders and there will be a common awareness of the need to protect the language.

Source: Te Puni Kōkiri and Te Taura Whiri i te Reo Māori (2003), *Te Rautaki Reo Māori – The Māori Language Strategy*, the Ministry of Māori Development, Wellington, pages 19-27.

Appendix 2
The roles of Māori in leading Māori language revitalisation

The Māori Language Strategy identifies the roles played by Māori in revitalising the language as:

Both Māori and Government have ongoing roles to play to secure the future of the Māori language. Within the vision for the future of the Māori language, both parties must understand their respective roles and functions to facilitate co-ordination and co-operation.

Through discussions with Māori and community consultations, several roles for Māori were identified and discussed. Māori are already fulfilling these roles in many ways. These roles include:

- Whānau Language Transmission. *Māori have the primary responsibility for Māori language transmission within Māori homes and communities, as the caregivers and first educators of new generations. It is the cornerstone of successful language revitalisation, and it is something that only Māori can do.*

- Māori Language Use in Māori Domains. *Māori are responsible for Māori language use in Māori domains (for example, marae and kapa haka). Māori can develop tikanga to support the increased use of the Māori language in these domains.*

- Leading Local Language Revitalisation. *Whānau, hapū, iwi, and Māori will drive the revitalisation of the Māori language at a community level. These groups can develop and implement their own language plans that reflect their aspirations for the Māori language.*

- Maintaining Tribal Dialects. *Māori will lead ongoing work to record, collate, analyse, and transmit the unique aspects of tribal speech to new generations.*

- Supporting the Paepae. *Marae are focal points of many Māori communities where whānau, hapū, and iwi grieve, celebrate, and renew their whakapapa links. The Māori language is an intrinsic feature of the ceremonial aspects of marae life, including karanga, whaikōrero, waiata, and karakia. Māori are responsible for maintaining and supporting these paepae functions.*

Source: Te Puni Kōkiri and Te Taura Whiri i te Reo Māori (2003), *Te Rautaki Reo Māori – The Māori Language Strategy*, the Ministry of Māori Development, Wellington, page 29.

Appendix 3
Roles of each lead agency

The essential roles of each lead agency that we audited are outlined below, in no particular order.

Te Puni Kōkiri

Te Puni Kōkiri (TPK) was set up in 1992 by the Ministry of Māori Development Act 1991. TPK focuses on providing policy advice to the Government and other agencies. TPK's broad responsibilities are:

- promoting increases in levels of achievement attained by Māori with respect to education, training and employment, health, and economic resource development; and
- monitoring and liaising with each department and agency that provides, or has a responsibility to provide, services to or for Māori, to ensure the adequacy of those services.

Te Taura Whiri i te Reo Māori – the Māori Language Commission

Te Taura Whiri i te Reo Māori (Te Taura Whiri) is an autonomous Crown entity, set up under the Māori Language Act 1987 to promote the use of Māori as a living language and as an ordinary means of communication. Te Taura Whiri has 20 staff and a budget of $3.3 million in the 2006/07 year.

Te Māngai Pāho – the Māori Broadcasting Funding Agency

Te Māngai Pāho is an autonomous Crown entity created in 1993. Te Māngai Pāho's statutory role is to "promote Māori language and Māori culture by making funds available … for broadcasting and the production of programmes to be broadcast". Te Māngai Pāho describes itself as "first and foremost, a Māori language sector agency". It employs 11 staff and manages just over $50 million in funding contracts between the agency and various programme makers and broadcasters.

The Ministry for Culture and Heritage

The Ministry for Culture and Heritage was set up in 2000 by merging the Ministry for Cultural Affairs with the history and heritage functions of the Department of Internal Affairs. The Ministry provides advice to the Government on culture and heritage matters, and assists it to provide and manage cultural resources for the benefit of all New Zealanders.

The Ministry of Education

The purpose of the Ministry of Education is to provide policy advice to the Government on all aspects of education, from early childhood to tertiary, including employment-related education and training. The Ministry oversees the implementation of approved policies, and administers education legislation, such as the Education Act 1989. It is responsible for developing national guidelines for all aspects of education, including early childhood education and schooling curricula, and strategies to meet sector and populations' needs.

The National Library of New Zealand

The National Library was set up by the National Library Act 1965. Under its current governing legislation (the National Library of New Zealand Act 2003), the National Library's purpose is to enrich the cultural and economic life of New Zealand and its interchanges with other nations by:

- collecting, preserving, and protecting documents, particularly those relating to New Zealand, and making them accessible for all the people of New Zealand in a manner consistent with their status as documentary heritage and taonga;

- supplementing and furthering the work of other libraries in New Zealand; and

- working collaboratively with other institutions with similar purposes, including those forming part of the international library community.

Appendix 4
Case studies

The following two case studies illustrate the activities being carried out by agencies in two of the 10 areas where the Government has a responsibility to support Māori language revitalisation – whānau language development and community language planning.

Case study one: Whānau language development

The Strategy approved by Cabinet in July 2003 identified eight areas in which the Government was already carrying out Māori language revitalisation activities. In October 2003, Cabinet approved two "new" areas, one of which was support for whānau language development. (The other new area was community language planning.)

Te Puni Kōkiri (TPK) research, *The Use of Māori in the Family* (2002), has noted "that whānau language transmission is the cornerstone of successful language revitalisation and growth" (page 11). The research notes that central to this transmission is the regular exposure of children to the language in natural circumstances, which results in normalisation of language use as they "accept the language as an ordinary part of domestic and community life" (page 22).

Government support for whānau language development aims to encourage Māori language use in the home by providing information and advice to Māori families through a network of mentors. Whānau language development links to the Strategy goals of strengthening language use and strengthening language skills.

TPK contracted an education trust to design and operate a pilot programme in whānau language development, and then to design a national implementation plan. TPK then contracted this provider to deliver the mentoring services. Ten mentors have been recruited and trained to provide advice and strategies for increasing Māori language use in the home. The mentors will work with a minimum of 100 self-identifying families.

TPK has commissioned an independent provider to develop evaluation tools for the programme. The intention is that evaluations of the programme will contribute to the 2008/09 Strategy review and, depending on the results of the evaluations, will be used to support ongoing implementation of whānau language development after 2008.

Te Taura Whiri i te Reo Māori – the Māori Language Commission (Te Taura Whiri) has also done some small-scale projects relating to whānau language development, such as creating and distributing kōrero Māori information kits for parents and funding whānau language plans through the Mā Te Reo fund.

Case study two: Community language planning

Community language plans usually map the current state of the language, the community's goals for the language, and the activities they do to reach those goals.

One of the Government's roles under the Strategy is to support community language planning by providing funding and advice to communities that want to revitalise the Māori language in their area through a community language plan. The planning and implementation of this role was given to Te Taura Whiri.

The Government supported community language planning before 2003, through the Mā Te Reo fund (administered by Te Taura Whiri), the Community Based Language Initiative (administered by the Ministry of Education), and the Capacity Building Programme that is now part of the Māori Potential Approach (administered by TPK).

The Mā Te Reo fund, created in 2000, supports projects, programmes, and activities that contribute to local-level Māori language regeneration. The fund was worth $15 million in

2000. Up to $1.8 million (GST-inclusive) each year has been given to Māori communities to support their language projects. As at 1 February 2006, the fund had about $8 million remaining.

The Community Based Language Initiative aims to support the development of Māori language teaching, learning materials, and the language skills of adults and caregivers with children in Māori immersion education or learning Māori. Community Based Language Initiative funding is offered to iwi, not to individuals or whānau. Iwi involved in a Community Based Language Initiative carry out three phases – environmental and resource scanning, planning and developing initiatives, and implementation and evaluation of the initiatives.

Eight iwi were accepted into the initial round of funding in 2001, and four of these iwi completed the full programme. The current round of funding (the second round) includes more structured support from the Ministry of Education, intended to reduce the attrition rate during the programme. For example, the Ministry assists iwi to assess whether they have the right people with the right skills available to do what they want to do. If not, the Ministry and TPK staff can work with the iwi to improve skills or find other ways to implement the iwi's community language plan. Examples of initiatives that iwi could carry out with Community Based Language Initiative funding include collecting oral histories, creating iwi-based dictionaries, and holding kōrero groups.

TPK's Māori Potential Approach aims to strengthen the ability of Māori organisations and communities to build the strategies, systems, and skills needed to control their own development and meet their own objectives. Accordingly, some community language planning activities have received funding from TPK.

Both Mā Te Reo and the Community Based Language Initiative fund are overseen by joint-agency committees, with representation from the Ministry of Education, TPK, and Te Taura Whiri. The Mā Te Reo advisory group also includes representatives from Te Māngai Pāho –the Māori Broadcasting Funding Agency, and the community.

Before 2006, the different funds available for community language planning had not been formally co-ordinated, although there was often common membership of the joint-agency committees. The three agencies who administer the community language development funds were, at the time of our audit, working to co-ordinate the programmes better, and to make sure that potential applicants received information about all funding available so they could apply to the most appropriate fund given the stage and size of their project. For example, the Ministry of Education might advise iwi who have participated in the Community Based Language Initiative and create a plan to apply to the Mā Te Reo fund for funds to continue to implement their plans.

Te Taura Whiri and the Ministry of Education were also planning an exercise to compare the processes and priorities of the funds, and to do further work on identifying and measuring community outcomes.