

Submission

on the

Education (Strengthening Second Language Learning in Primary and Intermediate Schools) Amendment Bill

from the

Auckland Languages Strategy Working Group

August 2020

Contact for more information

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Introduction

Thank you for the opportunity to comment on the Education (Strengthening Second Language Learning in Primary and Intermediate Schools) Amendment Bill.

This submission has been assembled based on the collective knowledge and experience of the members of the Auckland Languages Working Group, who span all sectors of education, plus research and community, across a wide range of languages and areas of language expertise.

We are interested in presenting an oral submission if this can be done in Auckland, or via video conferencing.

Executive summary

We strongly support the bill's intention to strengthen learning in primary and intermediate schools under the *Learning Languages* strand of the New Zealand Curriculum. Ensuring all children in Aotearoa grow up able to converse in at least two languages would have cognitive, social, economic and wellbeing benefits for children and for society as a whole. It would also contribute directly to several of the goals in the government's Child Wellbeing Strategy.

However, we would like to see several changes in the final bill, to fully realise the benefits of better supporting language learning in schooling.

Firstly, **the position of te reo Māori as the indigenous language of Aotearoa and as one of our three national languages needs to be better recognized in the bill.** It is not enough to require schools to "take reasonable steps" to enable children to learn te reo Māori. Rather, the bill should require that all children learn te reo Māori at school, as of right, from Year 1 to Year 10, by 2025. This should be in addition to any language studied for heritage, community or international communication purposes, that the school may offer. The bill should also put in place an implementation plan to ensure funding, learning materials, assessments, professional development and workforce capacity are in place by 2025 to enable quality implementation.

Secondly, **the bill needs to be broadened from a sole focus on learning a "second" language** (i.e. a language other than the child's first or heritage language). Evidence shows that learning and strengthening a child's first or heritage language contributes to both cognitive and wellbeing benefits and is at least as valuable as learning someone else's language, so should not be excluded by this legislation.

Thirdly, in line with international evidence of the most effective ways to support language learning, the focus of **the bill needs to broaden from "language learning" to "language learning, maintenance and use"**. Ideally this should include instruction in curriculum areas, using the target language as a medium for instruction, as is done in bilingual education.

Fourthly, **we are concerned that listing ten (or more) priority languages will give a message that other languages are in some way less important.** We recognize that the priority list is proposed for practical and fiscal reasons but setting up a hierarchy of

languages sends a negative message to communities and learners and is inconsistent with our national values of diversity and inclusion. We suggest that government agree from time to time a list of **centrally resourced** languages for teaching in primary and intermediate schools. Schools would be required to teach te reo Māori plus any additional language of their choice, but if they choose a language outside the centrally resourced list they would need to resource it themselves, for example from their community and/or **in partnership with local community language classes**.

Fifthly, we suggest that **this bill be seen as part of a wider strategy** to support pathways of language maintenance, learning and use throughout the education system from early learning to tertiary and adult and community education; and within a cross-agency national language policy. We have outlined why a national language policy is needed, and what it might look like, in Appendix One.

Recommendations

Specifically, we recommend the following changes to the wording of the Bill:

1. **Throughout the document, replace the phrase “priority language programme” with “school language programme” when referring to school policies or practices and replace “priority language” with “centrally resourced language” when referring to government strategies.**
2. **In paragraph 60C(3), add “and use” after the words “to learn” and remove the words “as a second language”, so it reads “The purpose of a school language programme is to ensure that all students at the school are provided with the opportunity to learn and use the school language.”**
3. **In paragraph 60C(4), insert “(s), an overall goal for the school language programme and” after the words “school language”, so it reads “A school language programme must contain, in respect of the school language(s), an overall goal for the school language programme and, for each year of schooling, the following:”**
4. **In paragraph 60D(2)(c), omit the word “second”**
5. **In paragraph 60E(1), add the words “in education” after “language”, so it reads “The Minister may, by notice in the *Gazette*, issue a national language in education policy.”**
6. **In paragraph 60E(3), add “and community” after the words “education sector” so it reads “Before issuing a policy under this section, the Minister must consult with those stakeholders in the education sector and community that he or she considers ought to be consulted.”**

In addition to these specific wording changes, we recommend the bill also include:

1. A requirement that schools ensure that all children learn te reo Māori at school, as of right, from Year 1 to Year 10
2. Provision for community language schools to be resourced and equipped to offer language learning to school-age students, either within or outside school time,

and for that learning to be recognised by the school (including, at secondary level, within NCEA).

Why change is needed

Of the eight learning areas in the NZ curriculum, only Learning Languages is not currently required at Years 1 to 10. As part of the New Zealand Curriculum, schools are expected to work towards providing opportunities for students to learn languages for at least Years 7 to 10. This is not a mandatory requirement. Within a self-managing context, schools select which languages they wish to teach or use as a medium of instruction based on the skill base of their teachers and the interests of their school community. Requiring all primary and intermediate schools to teach at least one language would ensure that children gain from the entire curriculum from the beginning of their schooling.

While language teaching in primary schools has increased recently, mainly due to short-term funding for specific Asian languages, the languages available do not support most children's first languages, and in most cases the intensity is too low to develop fluency for children learning the language for the first time.

Evidence shows that the most effective method to reach fluency through education is to combine explicit instruction with the use of the language as a medium for instruction¹. However there is very little support for such methodologies in our current system. We note that the recently released *Action Plan for Pasifika Education 2020-2030* includes an action to “progress work on a Ministry policy on Pacific medium education, to guide future investment”. This is promising but long overdue and as yet there are no specifics on what, of any, real support will be provided.

Migrant families often struggle to pass on their language to their children, leading to language loss within two generations on average. Evidence shows that migrant communities cannot maintain their languages without recognition and support from government, including in education, but this support is currently not available for many community languages. For example, although Hindi is the fourth most-spoken language nationally, there is currently no curriculum guideline and no NCEA credits to enable young New Zealanders from Hindi-speaking backgrounds to maintain and strengthen their language skills. Language loss in communities can lead to cultural and social dislocation and the subsequent social cost, not to mention the loss of potential economic benefits of cultural and linguistic competence for international trade.

The central place of te reo Māori

Te reo Māori is significant to all New Zealanders. In order to maintain and grow te reo Māori, both Māori and non-Māori must be involved in the ongoing revitalisation and further development of the language. The use of te reo Māori is the platform to being culturally responsive and acknowledges both Māori and non-Māori as Treaty partners. This is recognised in many official documents, including in the Maihi Karauna, the

¹ For example CLIL (content and language integrated learning) in EU and Asia and CBI (Content Based language Instruction/teaching) in USA. <https://tinyurl.com/y49u8wbz>

government strategy for Te Reo Māori revitalisation.² Therefore, it is important that all primary and intermediate aged children should be learning te reo Māori. In addition, normalising te reo Māori in our schools would also make learning more inclusive for our Māori children.

However, there is a concern that this bill does not prioritise te reo Māori and ignores the special status of the language as the indigenous and an official language of Aotearoa New Zealand. Te reo Māori is recognised as a taonga under Te Tiriti o Waitangi and therefore the Government is obliged to protect the language. There is currently nothing in this bill that secures extra resourcing of the teaching and learning of te reo Māori. There needs to be strong provisions in this bill that clearly demonstrates how te reo Māori will be prioritised and strengthened.

There should also be opportunities for young children to learn multiple languages. Research clearly shows learning a second language has major cognitive benefits and will support learning further languages. Therefore, we should encourage the learning of te reo Māori alongside other community languages.

The case for broadening the range of languages

The New Zealand Sign Language Act 2006 permits the use of New Zealand Sign Language (NZSL) in legal proceedings, facilitates competency standards for its interpretation and guides government departments in its promotion and use. To date, there has been little promotion or support for teaching and learning NZSL in the community, in schools or in initial teacher education.

Pasifika people have strong geographical, political, cultural and historical ties and relationships with Aotearoa New Zealand. Aotearoa New Zealand has particular responsibility for the legal Realm of New Zealand made up of Tokelau as a territory of Aotearoa New Zealand, and the Cook Islands and Niue as self-governing territories in free association with Aotearoa New Zealand. Very close links remain with Samoa through the Treaty of Friendship as well as with other Pacific nations such as Tonga. For many Pacific nations, a significant proportion of their population now reside in Aotearoa New Zealand. Maintenance of language and culture is of central interest to many within Pacific communities as evident from the Lalanga Fou Report of MPP. The Tokelauan, Cook Islands Māori and Niuean languages in particular are facing intergenerational extinction because of low numbers of speakers in the early childhood and school age years. The measures taken in Budget 2019 and 2020 to fund Pacific language rejuvenation and Bilingual Education demonstrate the current Government's commitment to Pacific languages. It is therefore essential to expand access to Pacific languages within all sectors of the education system, including through this Bill.

Aotearoa New Zealand society also includes a wide range of other ethnic groups. In 2013, the census found that more than 160 different languages were spoken in Aotearoa New Zealand. Some of these communities are large and well-established, while others are smaller widely dispersed, and have arrived in Aotearoa New Zealand more recently. Each community has aspirations in terms of maintenance and promotion of

² <https://www.tpk.govt.nz/en/a-matou-mohiotanga/language/crowns-strategy-for-maori-language-revitalisation>

their languages and family cultures. Many communities have set up their own language schools to support language maintenance and learning. These schools are a potential resource to schools to enable them to provide for learning of a wider range of languages, either within or outside school hours.

Recognising first/heritage languages

Language learning in Aotearoa New Zealand is often referred to only in the context of learning a second language rather than recognising the different goals and needs of diverse language learners, for example to strengthen a student's first language or heritage language(s). A broader view of languages is required for New Zealand to fully benefit from investing in language learning and acquisition. Methods proven through research and practice to be successful and sustainable such as CLIL (content and language integrated learning), CBI (content-based instruction) and TBLT (task-based language teaching) should form the basis of language teaching and learning for all learners.

Where students are not able to maintain their heritage language, the language loss can lead to issues related to identity, family connections, mental health and academic achievement, all of which are important for students' present and future wellbeing. Cultural and linguistic competence also provides economic advantages in an increasingly global economy. For example, maintaining heritage language allows the diaspora communities to develop and maintain business connections.

Language learning is the process of language acquisition, use and maintenance. It is through exposure to the language and meaningful communication that language is acquired and learnt. Language learning connects to culture and identity, providing a foundation for belonging, intercultural respect, social equity and countering racism. All learners can and should be part of language learning whether as a native, heritage or community speaker as well as second language learner.

For children arriving at school with a first language other than English, including those transitioning from bilingual or immersion early learning centres, there are limited opportunities to use their first language to support learning. A 2018 report by the Education Review Office (ERO) identified (p. 47) that only 58% of the Auckland schools surveyed intentionally promoted learning by using children's home language or cultural lens.³

While evidence shows that learning in and through a first or heritage language results in improved long-term learning outcomes, there is nevertheless very limited support for immersion or bilingual education in languages other than Te Reo Māori, and insufficient support even for that. There is an urgent need for greater financial and practical support (for example learning materials, assessments and tailored professional development) for schools wanting to maintain or establish Bilingual or Immersion learning.

³ <https://www.ero.govt.nz/publications/responding-to-language-diversity-in-auckland/>

International languages in education approaches

Aotearoa New Zealand is unusual in not offering language instruction as a matter of course at primary school level. Appendix Two outlines key language policies and practices in four nations with similarities to our language and education contexts: Singapore, Australia, Great Britain and Finland.

All the four language curricula reviewed share similar outcomes to the NZ curriculum. We also share a similar community languages situation to the UK. We suggest that a combination of aspects of the Australian and Singaporean models can be adapted to suit the NZ environment. This might involve:

- Establishing a funded centre of excellence (Te Reo, Pasifika, Sign Language, Other Languages) either within the Ministry of Education or as a separate standards entity (roles and responsibilities clearly stated) that supports the teaching and learning of the languages within schools or languages in the community, by working with the community and teachers to build capacity as a means to benefit learners. This will be achieved by:
 - Allocating appropriate level of funding to support capacity building which includes curriculum development, teacher education (including Levels 4-5 Certificate in Teaching languages) and ongoing professional development.
 - Developing a baseline curriculum for all levels (a generic pathway) and adapted to individual languages as appropriate.
 - Establishing a funded 3-5 year plan for introducing languages in primary schools and communities.
 - Developing a consultation framework to guide schools in selecting languages.

The role of community language learning

Aotearoa New Zealand's ethnic communities provide an important source of expert speakers of many different languages. Their skills are a significant resource for Aotearoa New Zealand educationally, socially and economically. Community education (such as after-school or weekend language classes for adults and /or children) plays an important role in developing and maintaining heritage language skills within communities. At the same time, community education is also an important setting for adults choosing to learn an additional language or strengthen their heritage language.

There is an opportunity for these community language classes to be resourced by the Ministry of Education as a means of providing language learning in community languages that are not in the centrally resourced language list. There is also opportunity for the learning that children undertake in recognized by schools and seen as a part of the school's language programme.

The need for an implementation strategy

Compared to many European and Asian countries, Aotearoa New Zealand is starting from a relatively low base of languages education and use of languages in learning and in the community. Consequently, there are limits to how rapidly widespread language learning at primary school could be put in place without affecting quality.

We therefore recommend that an implementation strategy be developed, outlining the overall goal of languages in education, the measures to identify progress towards the goal, and the resourcing and workforce development required in order to implement the strategy over time.

In August 2018 we published a *Strategy for Languages in Education in Aotearoa New Zealand 2019 – 2033*⁴, which could be used as a starting point to develop a national strategy. It includes a specific plan towards building a language-capable teacher workforce. A link to the Strategy is included below and we have attached the Strategy in full as Appendix Four for ease of access.

In addition to addressing teacher workforce issues, any implementation strategy would need to provide a mechanism for assessing the language skills of language teachers. The Community Languages Association of New Zealand (CLANZ) has developed a teacher competency-capability framework which could be used as a starting point.

It may also need to address learning materials including programmes/apps for language practice, for centrally-funded languages.

We would be happy to provide advice and expertise towards developing an implementation strategy.

⁴ <https://cometauckland.org.nz/resources/languages-in-education-strategy-2019-2033>

Appendix One: The need for a wider national languages policy

In addition to the proposed national language policy to be gazette by the Minister of Education, there is a need for a broader national language policy to create coherent support for language diversity in Aotearoa, across government departments and over time.

Aotearoa New Zealand's increasing language diversity is a potential strength for social cohesion, identity, trade, tourism, education achievement and intercultural understanding. However lack of central government recognition and support has led to underutilization of this valuable resource.

In order for language learning, maintenance and use to be effective and sustainable in education, health, justice, immigration and in the community at large, it needs to be supported by broad policy across government agencies.

A national languages policy would provide a coherent platform to support language learning, maintenance, celebration and use, in order to harness the benefits of a multilingual Aotearoa New Zealand.

It would specifically address and be underpinned by Te Reo Māori as our nation's indigenous language, and also encompass official recognition and support for Realm languages (Te Reo Kuki Airani, Vagahau Niue and Gagana Tokelau) and for the other major Pacific languages spoken in our nation (Gagana Samoa and Lea Faka-Tonga).

It would include policy on such areas as:

- access to English as a second language teaching
- interpreting and translation services
- language diversity in government communications and broadcasting
- maintaining heritage languages within families and communities

Based on advice from international language policy expert, Professor Joseph Lo Bianco and others, the first step towards a national languages policy would be to conduct an independent consultation on the issues a languages policy would need to address.

Such a consultation would need to explicitly engage with iwi, Māori language experts, Pasifika leaders and leaders from other significant language communities in Aotearoa New Zealand, and with a balance of community, officials and language experts.

Appendix Two: International comparisons

By Sunita Narayan, head of the Community Language Association NZ (CLANZ)

Singapore

Post-independence in 1965, Singapore introduced Mother Tongue Policy (MTL) to strengthen its social cohesion strategy. Mandarin, Malay and Tamil were the recognised MTLs, along with English which was already the language of commerce and communication. After lobbying from other Indian language groups, this evolved into Second Language strategy (NTIL- Non-Tamil Indian Languages) with the nation's recognition of other languages of Singapore.

In October 1989, the Minister for Education made an announcement in Parliament that five Minority Indian languages would be allowed to be offered as a second language in Secondary schools up to the 'O' level Examinations i.e. Bengali, Gujarati, Hindi, Punjabi and Urdu. However, the students would have to make arrangements for their own teachers though the Ministry would provide premises for lessons.

It is compulsory for students to take a second language during their time at school. All second languages are taught from primary through to colleges and entry into university requires a student to have studied a second language. They are taught in schools as well as 'weekend classes'. The second language policy is overseen by the Board of Teaching and Testing of South Asian Languages (BTTSAL) in terms of education matters. It comprises representatives from educational institutions for all the minority Indian languages taught and is responsible for learning and testing of second languages. The curriculum and resources are developed in English and translated into the second languages.

Enrolments for Hindi have steadily increased since the implementation of the second language policy.

The total Indian population in Singapore is about 9% of which about 62% are Tamil and 38% all other Indians.

Table 1 Student enrolment 2011–2016. *Source* office of BTTSAL

	Bengali	Gujarati	Hindi	Punjabi	Urdu	Total
2011	683	137	3771	1023	313	5927
2012	741	130	4233	940	317	6361
2013	820	124	4826	857	317	6944
2014	910	114	5531	804	313	7672
2015	995	108	6475	744	322	8644
2016	960	89	6888	675	301	8913

References

<https://www.hindi-society.com/partners> <https://www.hindi-society.com/partners>
<https://www.hindi-society.com/>

The Ministry of Education provides the funds to BTTSAL and from them it can be used for various language groups.

The Board of Teaching and Testing of South Asian Languages (BTTSAL), is one good example of how the various Indian Community Groups have come together to meet the needs of their learners. Through the centralised coordination of curriculum development and assessments, students are able to reap the benefits of learning the five Non-Tamil Indian Languages.

Australia

There are 4 key aspects to note from the Australian example:

1. The digital play-based program of early learners.
2. 15 languages and a Framework for Aboriginal languages are included in the curriculum.
3. Community language schools are complementary providers of languages education to mainstream schools in Australia, which are funded (availability of mainstream school premises, teacher training, resource development etc) by the Government, if they are accredited.
4. Community languages Australia is the umbrella body that unites community language schools and administrators, and serves to create, maintain, cross pollinate and raise the profile of these schools.

Early Learning Languages Australia program (ELLA)

The Early Learning Languages Australia program (ELLA) program is a digital, play-based program which includes a series of interactive applications (apps), aimed at making language learning engaging and interesting to young children in preschool and the early years of school.

Since 2014, the Australian Government has invested \$27.5 million dollars in the ELLA program, which is delivered by Education Services Australia.

The ELLA program has been developed in consultation with experts in languages, early childhood and technology and is aligned with the Early Years Learning Framework and the Australian Curriculum: Foundation. The program introduces young children to languages other than English in an early learning setting, using play-based apps, to encourage language learning in later years. The apps are designed for use in preschool classrooms, for delivery by trained early learning educators.

Since ELLA was first trialled in 2015, the program has been expanding every year. In 2019, over 110,000 children in 3,500 preschool services across Australia are taking part in the ELLA program and are learning one of the eleven available languages: Arabic, Chinese (Mandarin), French, German, Hindi, Indonesian, Italian, Japanese, Modern Greek, Spanish and Vietnamese.

Due to the continued growth and success of ELLA in the early learning sector, ELLA is now being extended in schools through a three-year trial with children in Foundation to Year 2. Over 300 schools across Australia are taking part in the trial. This is an exciting opportunity which will enable more students to access the benefits of language learning through digital technology, including where language teachers are not available.

ELLA apps are being developed in Korean and Turkish, to fully align ELLA to the languages included in the Australian Curriculum, nationally endorsed by all Education Ministers in December 2015.

Community Languages Australia

Ethnic schools have been in existence in Australia since 1857 and increased in numbers steadily. Community Languages Australia (Australian Federation of Ethnic Schools Associations) is an umbrella body designed to unite the ethnic schools of Australia, and the state-based bodies which serve as their administrators, consolidating them beneath a single, organizational banner, and in the process carrying out a number of crucial roles in the creation, maintenance, and profile of Australia's 1400 community language schools.

These roles include:

- The development, promotion, and implementation of activities and programs designed to assist ethnic schools in achieving their goals.
- Promoting the cross-pollination of ethnicity and culture between schools, through social, cultural, and educational events that heighten the profile and awareness of diversity, and celebrate the learning benefits offered to students involved in cultural exchange.
- Providing a framework through which the teaching of language, geography, history, and culture of ethnic communities may be conducted in an atmosphere of dedication and respect.
- Promoting a sense of awareness, a mode of communication and co-operation, and a healthy atmosphere of community through engaging teachers, schools, and institutions involved in ethnic education in an easily accessible network of information, updates, and feedback.
- The maintenance and promotion of healthy, respectful communication between bodies that deal with the administration, accreditation, and implementation of ethnic schools.

What are Community Languages Schools

- Community Languages Schools (or ethnic schools) are after hours language schools that provide mother tongue language teaching and cultural maintenance programs.
- They are complementary providers of languages education to mainstream schools in Australia.
- Their role is articulated in the National Languages Statement and National Languages Plan endorsed by the Ministerial Council on Education, Employment and Youth Affairs (MCEETYA).
- Schools receive funding through the Australian Government's School Language Programme which distributes funding to State and Territory education jurisdictions. Some State and Territory Departments of Education provide additional funding. Parents supplement the running of schools by paying fees and conducting fund raising events to meet the additional costs of conducting classes.

- Each State and Territory Department of Education regulates registration, accreditation and funding processes. School authorities must be a legal not for profit organization to be eligible for funding.
- Each State and Territory and has its own Ethnic Schools/Community Languages Schools Association or Federation.
- Community Languages Australia (CLA) coordinates the activities of all State and Territory Ethnic Schools/Community Languages Schools Associations and Federations under the umbrella of the Australian Federation of Ethnic Schools, Associations Inc. (AFESA)

Across Australia, community language schools deliver language programs to over 110,000 students in more than 100 languages each year.

<https://www.communitylanguagesaustralia.org.au/language-policy/><https://www.education.gov.au/support-arts-and-languages>
http://www.multiculturalaustralia.edu.au/doc/lobianco_2.pdf
<https://www.australiancurriculum.edu.au/f-10-curriculum/languages/>

Finland

The Finnish education system provides its pupils with a language repertoire of at least three languages: the mother tongue, the second national language, and one other foreign language, which is usually English. Almost 80 % of Finns keep to these three languages. Foreign languages include German, Swedish, French, Russian. Officially recognized minority languages include Sami, Romani, Finnish Sign Language, Karelian language. Immigrant languages include Russian, Estonian, Latvian.

‘The latest Finnish national core curricula and language education are inherently connected and complement each other. Language education is a multifaceted whole comprising diverse but interrelated skills, which are all also connected to intercultural competency, and more generally, to global competency.’

([https://www.ecml.at/Portals/1/FIN Suomen%20OPS%20ja%20kielikasvatus_20161013.pdf](https://www.ecml.at/Portals/1/FIN_Suomen%20OPS%20ja%20kielikasvatus_20161013.pdf))

United Kingdom

In April 2016, at least 12 languages were included in the curriculum.

There is strong government support for teaching English to newcomers, whether as immigrants or refugees. Much policy relating to language(s) in immigrant communities relates to ESOL (English for speakers of other languages), which is similar to New Zealand and in the educational context, EAL (English as an additional language). There is little formal policy in the UK in relation to Community Languages with the exception of Scotland where Community Languages are integrated into the ‘mother tongue + 2 other languages’ or ‘1+2’ policy.

Provision is made in the secondary education system for Urdu and Chinese as either a second or third language. In practice, a wide range of Community Languages feature as L3 in Scotland.

Community Languages are taught mainly through supplementary schools, sometimes known as ‘Saturday schools’. These take place outside the mainstream school system and are generally supported through grassroots community organisations, charities or particular religious groupings. Language learning takes a wide variety of forms and often occurs alongside other cultural and/or religious activities. **They are established**

and managed by community members, generally on a voluntary basis. They are generally information and advocacy points for adults as well as children. There are 3,000-5,000 such schools in England.

References

Community languages saved to ensure diverse curriculum continues: General Certificate of Secondary Education (GCSE) and A Level subjects in a range of community languages such as Panjabi, Portuguese and Japanese are to continue thanks to government action.

Press release Published 22 April 2016

From: **[Department for Education](#)** and **[The Rt Hon Baroness Nicky Morgan](#)**

<https://www.supplementaryeducation.org.uk/supplementary-education-the-nrc/>

Appendix Three: Background to the Auckland Languages Strategy Working Group

The Auckland Languages Strategy Working Group (ALSWG) is an unaffiliated working group drawing on expertise and interest in the status and use of languages in New Zealand, and in Auckland in particular. The group is convened by COMET Auckland (an education and skills trust linked to Auckland Council) and includes members from a wide range of language-related organisations.

Vision

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

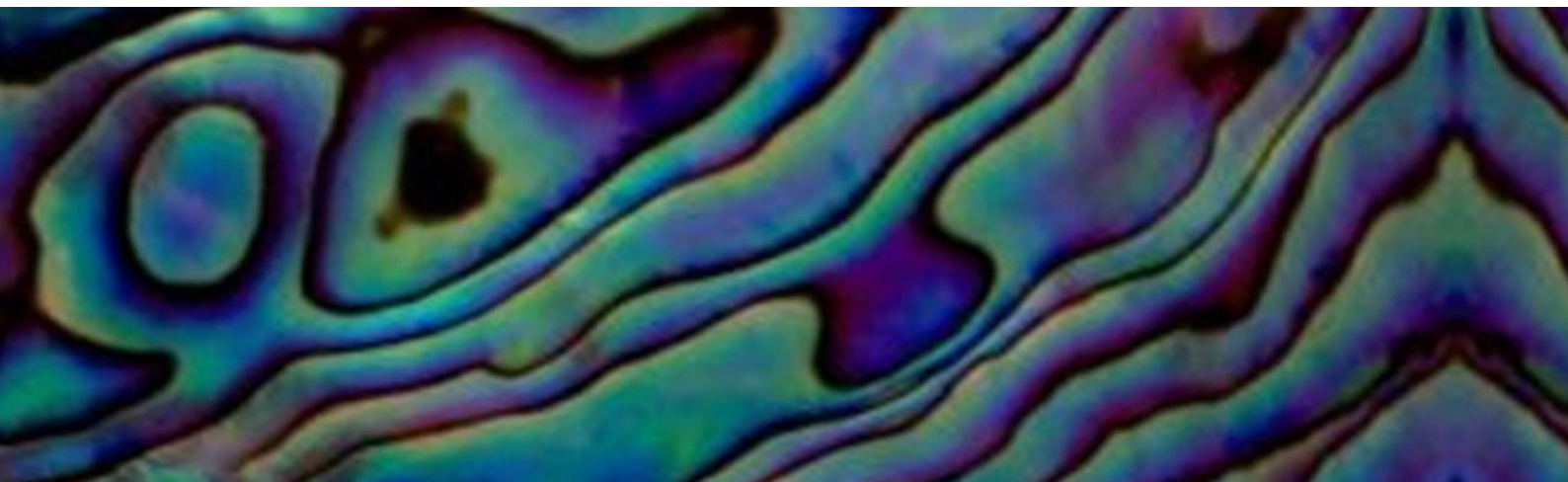
Key publications and events to date:

- ***Ngā Reo o Tāmaki Makaurau: Auckland Languages Strategy***, which was launched in November 2015, with the goal that by 2040 Tāmaki Makaurau enjoys the full economic, social and cultural benefits of our many living languages.
- **Visit in August 2017 by Professor Joseph Lo Bianco**, in partnership with the Royal Society, AUT and Victoria University. Professor Lo Bianco spoke at three public meetings and met with senior officials from a range of government departments to outline the value a national languages policy and to advise on a process towards developing such a policy.
- **Briefing to the Incoming Ministers on language issues in Aotearoa**, in November 2017. The briefing was sent to five ministers with responsibilities closely related to language diversity, with copies to a further 20 ministers and to key national organisations working in the language space.
- ***Strategy for Languages in Education***, released in August 2018, outlining the need for a planned approach to language provision, including teacher workforce development, in order to enable all children in Aotearoa to learn te reo Māori from Year 1 as of right, and to be supported to maintain and use their own heritage language, and/or to learn another language of their choice.

Appendix Four: Languages in Education Strategy

**Strategy for Languages in Education in
Aotearoa New Zealand
2019 - 2033**

**Auckland Languages Strategy Working Group
August 2018**



This document outlines a proposal for strengthening languages education in Aotearoa New Zealand in the context of the current education setting. It builds on the work of various groups and organisations in this space and incorporates key points from several documents listed in the references.

Our aim in producing this document is to show what an achievable national strategy for languages education in schools could look like. The intended audience for this document are politicians, Ministry of Education officials, other relevant government departments, as well as interested groups and individuals.

The strategy is being developed in the context of a range of major changes and proposed changes in education and language policy in 2018. It is not intended to replace or delay key policy changes that are in process currently including the recognition of Pacific Languages and legislation to establish a Pacific Language Commission.

In writing this document we are aware that language learning in schools on its own cannot ensure the health of our nation's languages. Any language learning strategy needs to be seen as one strand of a wider initiative to support the recognition, maintenance, learning and use of Aotearoa New Zealand's diverse languages across multiple functions, sectors and government agencies.

Our hope is that the importance of languages will be highlighted, and that language learning will be taken out of the 'too hard basket' and instead seen as an integral piece of our education system and of our society as a whole.

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August 2018

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Introduction

Vision of the strategy

A multilingual Aotearoa New Zealand that benefits socially, culturally and economically from an increasing number of young New Zealanders communicating in more than one language, beginning with te reo Māori.

By 2020 all Year 1 students are learning te reo Māori in schools. Further to this, by 2033 all high school graduates will be able to converse in more than one language.

Purpose of the strategy

The purpose of this strategy is to contribute to creating a multilingual Aotearoa New Zealand, by ultimately enabling every young New Zealander to learn and use te reo Māori as of right, throughout their schooling, and to be supported to further strengthen and use their first or heritage family languages, and/or to learn a community or world language.

Evidence shows that action on languages needs to include four interlinking areas:

- Valuing
- Maintenance
- Learning
- Use

This strategy sets out a 15-year plan to support the third area, noting that in order to reach the vision of a bilingual/multilingual Aotearoa New Zealand, the strategy needs to sit within a wider national languages policy that sets out goals and actions in all four areas.

The New Zealand Curriculum recognises the value of language learning through the inclusion of Learning Languages as one of the eight essential learning areas important for a broad, general education. However, more needs to be done to position Aotearoa New Zealand for the future, educationally, economically and socially. In particular, we need to:

- engage New Zealanders to recognise the personal, group and national benefits and rationale for language learning
- recognise the different goals and needs of diverse language learners, for example to strengthen first language, revitalise heritage language or learn a second or subsequent language
- increase the number of students maintaining their own family and heritage languages
- increase the numbers of students learning languages and raise their language and intercultural skills
- deliberately attracting fluent speakers of diverse languages to the teaching profession especially those who speak their own family or heritage language

- improve the quality of intercultural language teaching and learning through researched and proven modern pedagogy to fit the New Zealand context
- find innovative, effective and engaging ways to address shortages of qualified language teachers
- improve pathways for language learning and use between different parts of the education system
- get better information and share evidence on what works for language use, teaching and learning in New Zealand
- normalise the use of multiple languages in the wider community

This strategy is designed to address each of these areas. It is necessarily a long-term strategy as sustainable change will take time.

The first part of this document outlines why language acquisition, use and learning is important for Aotearoa New Zealand and what the strategy aims to achieve. It also provides information about the current state of language education in Aotearoa New Zealand.

The second part of the strategy introduces specific actions in five-year blocks for the period 2019 – 2033. These are designed to achieve key outcomes for language use and learning. Many of the actions build on existing structures and activities which are working well. One important component is a research and evaluation programme which will provide information for future action.

Definition of language learning

This document refers to both language learning and Learning Languages; the following defines how both are being used throughout the strategy.

Learning Languages is one of the eight essential learning areas of the New Zealand Curriculum which provides the framework for the teaching and learning of languages that are additional to the language of instruction in New Zealand schools⁵. The main focus of this curriculum area is communication with underpinning strands of language and cultural knowledge. The learning area is currently designed for second language learning, not for maintenance or use.

Language learning is the process of language acquisition, use and maintenance. It is through exposure to the language and meaningful communication that language is acquired and learnt. In this strategy it is assumed that all learners can and should be part of language learning whether as a native, heritage or community speaker as well as second language learner.

In Learning Languages and intercultural language learning the importance of language and culture being interwoven and interdependent is essential.

⁵ <http://nzcurriculum.tki.org.nz/The-New-Zealand-Curriculum/Learning-languages>

Background

In the last ten years, Aotearoa New Zealand has experienced a 18.5% decrease in the number of secondary students learning languages as a subject at school.⁶ At the same time, trends would suggest that there is also a decrease in the number of students continuing to use and learn their own family heritage languages.

This has direct implications for the achievement and wellbeing of many of our students. In addition, it means that not enough New Zealanders have the language skills necessary to support our current and future trade and international relationships which are particularly important for Aotearoa New Zealand as a small, geographically isolated country.

Compared to many European and Asian countries, Aotearoa New Zealand is starting from a relatively low base of languages education and use of languages in learning and in the community. Consequently, there are limits to how rapidly expansion can occur without affecting quality. Therefore, the first phase of the strategy focuses on developing te reo Māori within schools, and rapidly increasing the number of quality advisers, educators and trainers to build the pool of teachers able to teach languages. The early childhood and tertiary sectors also have an important role in supporting language use and learning, as do families and communities. The strategy includes some initial actions in these areas, which will build links across the system and identify where future developments should focus.

Why is language learning acquisition and use important?

Benefits of language use and learning

The benefits of learning and using languages can be seen at three levels:

Personal

Individual students have their overall learning and hauora enhanced through the cognitive benefits of maintaining their own languages and language learning, for example in making connections in their learning. Learning or strengthening their heritage or first language strengthens identity, inclusion and wellbeing. Learning a language provides insights into cultures and ways of thinking and expressing ideas which improves intercultural understanding. Language learning also strengthens the use of students' first languages and develops their capacity to learn further languages. Students' employment prospects are advantaged by competency in two or more languages. Learning other curriculum knowledge through languages is now recognised as having many benefits for language minority peoples and other students.

Where students are not able to maintain their heritage language, the language loss can lead to issues related to identity, family connections, mental health and academic achievement.

Family and community

⁶ Statistics obtained from the Education Counts website www.educationcounts.govt.nz. Secondary students learning languages: 2007- 97,190. 2017 - 79,224. Figures exclude students learning English, English (Remedial), English as a second language, or in Māori Medium or Pasifika Medium.

Students maintaining and learning languages which are spoken in the local community have greater opportunities to interact across diverse groups and are able to interact more effectively across generations in immigrant families creating greater family cohesion. Students should also gain a greater appreciation of the role that language plays in the identity of Māori as tangata whenua and as a New Zealander.

National

Aotearoa New Zealand as a whole benefits educationally, socially, linguistically and economically as more people can interact effectively across cultures within Aotearoa New Zealand and internationally. There are direct benefits in terms of enhancing educational outcomes, national identity, tourism and trade, and enabling New Zealanders to act as constructive, engaged global citizens.

At all three levels, there is an increased sophistication and strengthened sense of confidence, identity and engagement in Aotearoa New Zealand society.

Commitments, obligations and aspirations

A range of commitments, obligations and community aspirations make language learning, acquisition and use important. Aotearoa New Zealand has three official languages – English, te reo Māori and New Zealand Sign Language (NZSL) with five proposed official community Pacific languages.

Te reo Māori is the indigenous language of Aotearoa New Zealand and has been recognised as an official national language since 1987. Government is committed under Te Tiriti o Waitangi to protecting and promoting the use of te reo Māori as a taonga and a living language for Māori. As an official language in our country, te reo Māori offers significant personal, academic, cultural, educational, economic, social and linguistic benefits for all New Zealanders, which in turn supports the development and celebration of our national identity, protects the distinctiveness of our indigenous people, and contributes to the success of and engagement with the economy.

The New Zealand Sign Language Act 2006 permits the use of NZSL in legal proceedings, facilitates competency standards for its interpretation and guides government departments in its promotion and use. To date, there has been little promotion or support for teaching and learning New Zealand sign language in the community, in schools or in initial teacher education.

Pasifika people have strong geographical, political, cultural and historical ties and relationships with Aotearoa New Zealand. Aotearoa New Zealand has particular responsibility for the legal Realm of New Zealand made up of Tokelau as a territory of Aotearoa New Zealand, and the Cook Islands and Niue as self-governing states in free association with Aotearoa New Zealand. Close links remain with Samoa through the Treaty of Friendship as well as with other Pacific nations such as Tonga. For many Pacific nations, a significant proportion of their population reside in Aotearoa New Zealand. Maintenance of language and culture is of central interest to many within Pacific communities. The Tokelauan, Cook Islands Māori and Niuean languages in particular are facing intergenerational extinction because of low numbers of speakers in the early childhood and school age years.

The Ministry of Pacific Peoples is currently preparing a proposal to recognise five Pacific languages from nations and territories where Aotearoa New Zealand has significant long term special relationships. This bill is expected to be put to Cabinet later in 2018.

Aotearoa New Zealand society also includes a wide range of other ethnic groups. In 2013, more than 160 different languages were spoken in Aotearoa New Zealand. Some of these communities are large and well-established, while others are smaller widely dispersed, and have arrived in Aotearoa New Zealand more recently. Each community has aspirations in terms of maintenance and promotion of their languages and family cultures.

Current situation of languages in education

How language learning, teaching and use is organised and resourced depends on the environment in which different parts of our education sector operate. This means that what is appropriate in one community setting, or for one group of learners, will not necessarily be feasible or effective in other situations.

Early Childhood Education

The early childhood sector is made up of a wide range of different types of providers, some led by teachers and paid staff, others by parents or whanau. Providers include education and care centres, kindergartens, kōhanga reo, NZ playcentres, home-based care and playgroups.

In order to receive government funding, providers must be licensed and meet the specific requirements for their service type. In contrast to schools, early childhood providers are not part of the state sector, with most in 2018 being privately owned, owned by a trust, or community-based. The Ministry of Education assists community groups to set up early childhood services which meet community needs, including language-based services where the medium of instruction is the community language. In this respect there is a strong overlap with community education.

A recent ERO Report (*Responding to Language Diversity in Auckland*, April 2018, page 47) identified that only 37% of the early learning services surveyed intentionally promoted learning by using children's home language or cultural lens. This implies that children entering the remaining 63% of early learning centres with a first language other than English may not be optimally benefitting from making use of their language strengths for learning. Some infants, toddlers and young children may be spending up to 30 hours per week in English medium centres, and not have the chance to hear or use their community language for communication and learning.

In addition to kōhanga reo which offer Māori immersion education, there are also a number of Māori immersion education and care centres, and Pasifika bilingual and immersion centres. A wide range of community language playgroups also operate in different parts of New Zealand, some of which are run by qualified and registered early childhood teachers, others by parents.

For some children, language-based immersion and dual medium services serve to maintain and develop their first or heritage language where that is not English. Others are learning a language other than English as an additional language, which may or may not be spoken at home. To qualify as a Pasifika early childhood education centre, a Pasifika language must be used by staff 50% or more of the time that they are interacting with children and staff.

Language-based immersion and dual medium early learning services can only function if they have access to sufficient staff with expertise in three areas - early childhood education qualifications and expertise; fluency in the language of the centre; and knowledge and expertise in teaching in a bilingual environment. A number of established centres are currently at risk because the increased English language requirements for migrant teachers are limiting the supply of teachers able to operate in a bilingual setting. This issue is especially acute for Pasifika early learning services.

The greatest benefits of bilingual learning are seen when children have access to quality learning through the language for at least six years. This means that ideally, children need to be able to transition from a bilingual or immersion ECE into a school offering bilingual or immersion learning in the same language. However, the number of centres providing learning through languages other than English are significantly greater in early childhood than in schooling. This creates an issue for families wanting their children to continue in bilingual or immersion learning on transition to school. This issue is exacerbated by the geographical locations of language-based ECE in relation to kura or bilingual units in schools. The transition issue is exacerbated by the broad goals of Te Whāriki which recognise language and culture more effectively as opposed to the narrow goals of the New Zealand Curriculum.

Schools

As part of the New Zealand Curriculum, schools are expected to work towards providing opportunities for students to learn languages for at least Years 7-10. This is not a mandatory requirement. Within a self-managing context, schools select which languages they wish to teach or use as a medium of instruction based on the skill base of their teachers and the interests of their school community.

The New Zealand Curriculum has one double sided page that outlines the expectations of the essential learning area that is Learning Languages. This learning area has 8 curriculum levels as per other essential learning areas however, the levels are paired for Learning Languages i.e. Levels 1 and 2 are combined. The nature of the curriculum is such that great freedom and flexibility is allowed to schools and teachers to design a curriculum that suits the school community. This broadness and lack of specific detail does not provide the necessary support for teachers who are not trained specialists in working in Learning Languages (such as primary and intermediate teachers) or those who are recent graduates or arrivals to the New Zealand teaching scene ⁸

For children arriving at school with a first language other than English, including those transitioning from bilingual or immersion early learning centres, there are limited opportunities to use their first language to support learning. ERO (*Responding to Language*

Diversity in Auckland, April 2018, page 47) identified that only 58% of the Auckland schools surveyed intentionally promoted learning by using children's home language or cultural lens.

While evidence shows that learning in and through a first or heritage language results in improved long-term learning outcomes, there is nevertheless very limited support for immersion or bilingual education in languages other than Te Reo Māori, and insufficient support even for that. There is an urgent need for greater financial and practical support (for example learning materials, assessments and tailored professional development) for schools wanting to maintain or establish bilingual or immersion learning.

There are numerous examples of high-quality language learning, teaching and use occurring in different educational settings around Aotearoa New Zealand. The relative number of students sitting language standards for the National Certificate of Educational Achievement (NCEA) however, is small.

A limited range of support is currently available to schools and teachers. This includes Ministry of Education funded professional development opportunities, curriculum guidelines and the Learning Languages website on Te Kete Ipurangi (TKI). Funding is also available for some language teachers and students to improve their language proficiency through immersion learning experiences overseas. Similar provisions should be available for Maori and Pasifika immersion teachers and students.

Overseas governments also provide some funding for learning languages in Aotearoa New Zealand through financially supporting National Language Advisers, Language Assistants and professional learning and development opportunities. One example is the 147 Mandarin Language Assistants (MLAs) currently working in schools throughout New Zealand. The New Zealand-China Free Trade Agreement allows MLAs to temporarily work in New Zealand.

The following tables show the number of students learning languages in primary and secondary schools in New Zealand as at 1 July 2017.

Table 1: Learning languages in primary schools

Primary language enrolments by Language, Year level, & Hours per year- 1 July 2017

Language		Group						Total	No. of Schools
		Year 1 to Year 6			Year 7 and Year 8				
		Up to 15 hours	15-30 hours	More than 30 hours	Up to 15 hours	15-30 hours	More than 30 hours		
Pasifika Languages	Samoan	994	272	946	1,090	482	446	4,230	60
	Cook Island Māori	25	52	69	330	17	35	528	9
	Tongan	51	307	105	185	191	35	874	12
	Niuean			25		50	31	106	3
	Tokelauan				140			140	1
	Other Pasifika	29		30	153	53	11	276	5
European Languages	French	1,998	462	2,089	7,057	7,608	4,287	23,501	271
	German	254	81	166	2,866	1,295	665	5,327	88
	Spanish	1,479	1,013	1,300	6,260	7,163	4,116	21,331	242
	Russian	64			8			72	2
Asian Languages	Japanese	1,355	597	789	7,053	5,636	1,331	16,761	165
	Chinese Languages	18,434	12,507	7,163	9,215	12,250	5,305	64,874	354
	Indonesian					3		3	1
Other	Other Languages	2,244	588	578	2,836	1,865	824	8,935	104
Total		26,927	15,879	13,260	37,193	36,613	17,086	146,958	1,317

Primary language learning data does not include Te reo Māori, for information on Te reo Māori see http://www.educationcounts.govt.nz/statistics/schooling/july_school_roll_returns/6040/. Pasifika Languages exclude students enrolled in Pasifika medium education. For more information see http://www.educationcounts.govt.nz/statistics/schooling/july_school_roll_returns/6044/. Students who take multiple languages are counted once in every language they are enrolled, summing across languages will double count some students. Source: Indicators and Reporting Unit, Ministry of Education

Source: <https://www.educationcounts.govt.nz/statistics/schooling/student-numbers/subject-enrolment>

Table 2: Learning languages in secondary schools
Secondary Subject Roll by Learning Year Level & Subject Name – 1 July 2017

Secondary Subject - Languages	Level 9		10		Level 11		Level 12		Level 13		Total		Grand Total	No. Schs
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female		
Chinese	1,136	1,267	667	622	320	10	281	362	395	415	2,799	3,021	5,820	99
Communication skills	79	98	52	87	139	141	99	105	35	117	404	548	952	26
Cook Island Maori	55	37	47	43	12	8	19	10	18	16	151	114	265	5
English	27,536	26,534	27,120	26,482	26,492	26,258	24,010	24,516	11,231	14,305	116,389	118,095	234,484	513
English (Remedial)	735	607	368	315	254	252	213	232	71	80	1,641	1,486	3,127	105
English as a second language	677	602	830	800	1,548	1,617	1,663	1,438	950	1,068	5,668	5,525	11,193	248
French	3,325	5,293	1,382	2,951	474	1,327	268	784	204	626	5,653	10,981	16,634	187
German	577	771	420	472	173	250	138	158	116	147	1,424	1,798	3,222	79
Japanese	2,486	2,367	1,383	1,558	714	788	449	565	342	401	5,374	5,679	11,053	172
Korean	2	5	17	8		7	18	19	21	12	58	51	109	11
Latin	557	203	251	121	60	58	10	48	23	31	901	461	1,362	22
Niuean	12	14					3	8	6	5	21	27	48	1
Other languages	46	134	67	116	1	25	29	37	30	84	173	396	569	17
Pacific Language studies	15				7	12	2	3	28	8	52	23	75	5
Russian									8	8	8	8	16	1
Samoan	342	345	210	269	176	246	137	221	136	195	1,001	1,276	2,277	43
Spanish	2,831	2,852	1,588	1,859	500	836	335	547	228	393	5,482	6,487	11,969	153
Te Reo Maori	5,233	4,986	2,900	3,026	1,457	1,970	772	1,151	512	917	10,874	12,050	22,924	411
Te Reo Rangatira	105	54	104	54	166	180	193	203	117	134	685	625	1,310	48
Tongan	88	86	37	72	66	72	36	75	19	68	246	373	619	15

Funding Year level refers to the number of years a student has been at school. Instructional Year level refers to level at which the material is taught. Students who take multiple subjects are counted once in every subject they are enrolled, summing across subjects will double count students. Schools that offer multiple subjects and are counted once for every subject they have students enrolled in. Pasifika Languages exclude students doing Pasifika medium. Te Reo Māori and Te Reo Rangatira exclude students doing Māori Medium who are not taught the languages as a separate subject. Source: Indicators and Reporting Unit, Ministry of Education

Source: <https://www.educationcounts.govt.nz/statistics/schooling/student-numbers/subject-enrolment>

Maori language in schools

The following tables provide a snapshot of Māori language learning in schools as at 1 July 2017. They report on the three levels of Māori language in Education: Māori-medium, Māori Language in English medium, and Students not involved in Māori language in education.

Table 3: Number of Students in Māori Medium by Māori Language Immersion Level (2012-2017)

Māori Language Immersion Level	2012	2013	2014	2015	2016	2017	Change 2016-17
Level 1: 81-100%	11,816	12,028	12,704	12,958	13,473	14,373	900
Level 2: 51-80%	4,976	5,315	5,009	4,884	4,971	5,065	94
Māori Medium Total	16,792	17,343	17,713	17,842	18,444	19,438	994

Source: <https://www.educationcounts.govt.nz/statistics/schooling/student-numbers/6040>

Table 4: Number of Students in Māori Language in English Medium by Māori Language Immersion Level (2012-2017)

Māori Language Immersion Level	2012	2013	2014	2015	2016	2017	Change 2016-17
Level 3: 31-50%	4,936	4,843	4,884	5,819	6,885	6,695	-190
Level 4(a): up to 30%	5,537	5,718	5,723	5,950	6,229	6,539	310
Level 4(b): At least 3 hours	21,245	21,141	22,249	21,208	20,236	23,423	3,187
Level 5: Less than 3 Hours	109,405	109,352	114,667	121,745	128,031	128,944	913
Māori Language in English Medium Total	140,943	141,054	147,523	154,722	161,381	165,601	4,220

Source: <https://www.educationcounts.govt.nz/statistics/schooling/student-numbers/6040>

Table 5: Number of students not enrolled in Māori Language in Education by Māori Language Immersion Level (2012-2017)

Immersion Level	2012	2013	2014	2015	2016	2017	Change 2016-17
Level 6: Taha Māori	340,324	342,284	338,797	339,975	343,610	348,365	4,755
No Māori language learning	251,495	247,858	248,379	248,293	246,641	247,646	1,005
Not eligible for MLP Funding	10,406	13,861	14,851	15,983	17,884	19,284	1,400
No Māori Language in Education Total	602,225	604,003	602,027	604,251	608,135	615,295	7,160

Source: <https://www.educationcounts.govt.nz/statistics/schooling/student-numbers/6040>

The following tables provide a snapshot of Pasifika language learning in Aotearoa New Zealand schools as at 1 July 2017. They report on the two levels of Pasifika language learning: Pasifika-medium education and Pasifika Language as a separate subject.

There were 3,277 students enrolled in Pacific medium education in 2017 and a further 6,441 students studied a Pacific language as a separate subject. This is an increase of 188 students (6.1%) in Pacific medium education, and an increase of 314 students (5.1%) in Pacific language as a separate subject since July 2016.

Table 6: Number of schools offering a Pacific Language by Immersion Level and Language as at July 2017

Highest Level of Learning ¹	Samoan	Tongan	Cook Island Māori	Niuean	Other	Total ¹
Level 1: 81-100%	15	1	0	0	1	16
Level 2: 51-80%	7	3	0	1	0	7
Level 3: 31-50%	4	1	0	0	0	5
Level 4: 12-30%	10	4	2	1	2	15
Level 5: As a separate subject	51	18	8	3	7	62
Pacific Language in Education	87	27	10	5	10	105

Notes:

1. Where a school offers multiple levels in a particular Pacific language, it is only counted at its highest level.
2. Where a school offers more than one language it has been counted once in each language but only once in total.
3. Level 5: As a separate subject for Years 1-8 is for a minimum of 15 hours a year, and Years 9 and above for a minimum of 20 hours a year.

Table 7: Number of students involved in Pacific language in education by immersion level (2013-2017)

Immersion Level	2013	2014	2015	2016	2017	Change 2016-17	
						Number	Percentage
Level 1: 81-100%	464	477	732	513	546	33	6.4%
Level 2: 51-80%	778	785	866	896	1,048	152	17.0%
Level 3: 31-50%	581	590	503	501	400	-101	-20.2%
Level 4: 12-30%	1,215	1,170	1,177	1,179	1,283	104	8.8%
Level 5: As a separate subject	5,548	7,360	5,032	6,127	6,441	314	5.1%
Pacific Language in Education	8,586	10,382	8,310	9,216	9,718	502	5.4%

Source: <https://www.educationcounts.govt.nz/statistics/schooling/student-numbers/6044>

Tertiary sector

The tertiary sector comprises a wide variety of institutions including universities, polytechnics, Private Training Institutions (PTEs) and Wānanga. Language use and learning and teaching occurs in all these settings.

The tertiary sector is an important setting for language learning and teaching for the following reasons:

- while language learning at school provides solid foundations, it is not sufficient on its own to produce 'expert' second language speakers, with skills sufficient to support New Zealand's international relationships, trade and diplomatic relationships
- in 2018, limited training of language teachers for schools occurs through tertiary institutions
- initial teacher education institutions are vitally important for selection of bilingual teachers and can raise the status of bilingualism and multilingualism by according all student teachers' opportunities to take up te reo Māori and to have their fluency levels increased whilst at the institution
- the tertiary sector is an important provider of adult and community education in languages, offering a wide variety of languages than those taught at degree or diploma level

Low numbers in some tertiary language courses have meant they have been vulnerable to shifts in institutional priorities and funding. Once disestablished, it can be difficult to re-establish language courses and departments. Greater sustainable support from government is required.

Adult, Community and Other Education

Aotearoa New Zealand's ethnic communities provide an important source of expert speakers of many different languages. Their skills are a significant resource for Aotearoa New Zealand educationally, socially and economically. Community education (such as after-school or weekend language classes for children) plays an important role in developing and maintaining language skills within communities. At the same time, community education is also an important setting for adults choosing to learn an additional language or strengthen their heritage language.

Strategic priorities

For Aotearoa New Zealand to achieve and fully benefit from a multilingual society, there are a number of areas where we need to do better. These are outlined below:

Engaging New Zealanders

There is a need to raise the status of language learning and fully utilise the language resources that are already abundant in Aotearoa New Zealand. Employers, educators, parents and the community are not always aware of the benefits of maintaining students' language skills; some having the perception that 'the rest of the world is learning English, so we don't need to learn other languages' which discourages some students from taking up or continuing their own language and developing language study. This overlooks the value of intercultural competence and goodwill created through having even a basic knowledge of international partners' culture and language and risks isolating Aotearoa New Zealand and reducing our future opportunities. This may partly be because language study has traditionally not often been linked with other practical or vocational areas where language skills are advantageous, such as in business, the media and education.

As yet, the education council does not record fluency levels in languages other than te reo Māori and English. By doing so they would raise the status of multilingualism. As part of teacher registration and practicing certificates, competencies in languages should be recorded as a signal of expertise and resources. Experience with NZSL must also be included and documented on registration.

Many educators are not aware of the potential identity and engagement benefits from maintaining and strengthening a first or heritage language. Moreover, valuable language skills which exist among ethnic groups in the community are often not well utilised by government and employers, despite Aotearoa New Zealand being a multicultural society increasing trade with a range of countries and multicultural society.

Meeting needs of diverse language learners

Language learning in Aotearoa New Zealand is often referred to only in the context of learning a second language rather than recognising the different goals and needs of diverse language learners, for example to strengthen a student's first language or heritage language(s). A broader view of languages is required for New Zealand to fully benefit from investing in language learning and acquisition. Methods proven through research and practice to be successful and sustainable such as CLIL (content and language integrated learning) and TBLT (task-based language teaching) should form the basis of language teaching and learning for all learners.

Increasing numbers learning languages

As our indigenous and national language, te reo Māori can provide a platform for all languages to flourish. Over the next few years we recommend working towards making te reo Māori learning and use available to all children from Year 1. This would need to be done in partnership with local iwi and recognising that learning goals for Māori learners may be different from learning goals for other students learning te reo Māori as an additional language.

There is a dire need to address the low numbers of students learning languages as typified by the continuing decline in secondary students learning languages and using languages for learning at school. However, the New Zealand Curriculum offers great flexibility in the delivery of content. In depth support is required for schools and educators to remove the silo that exists around teaching languages as a subject and increase competence in teaching curriculum content through languages. Statistics from 2012-2013 show that 90% of students in the European Union were learning a foreign language as opposed to only 27% of New Zealand students. Urgent action, combined with a long-term strategy, is required to reverse this trend in a pragmatic and sustainable manner.

Improving the quality of language learning

High quality examples of language teaching and learning readily exist, particularly within well-established language and medium programmes such as those that have had regular and ongoing support available through Ministry of Education professional learning and development contracts, language departments with experienced teachers of languages leading, schools where senior leadership understand and support Learning Languages as a valuable and equitable learning area of the New Zealand Curriculum and schools where the teacher of a language is highly passionate and dedicated.

Teaching within newer language programmes and/or those where native speakers become teachers of languages without formal training relating to the pedagogy of teaching and learning languages can be variable as teachers can lack the range of resources and professional knowledge found in more established programmes. Much needs to be done to provide the resources, professional development and support to gain the consistency of quality language learning that students deserve. Supporting documents to the Learning Languages area of the New Zealand curriculum must be designed to support teachers new to the essential learning area.

National assessment (NCEA) through NZQA in the Learning Languages curriculum area is currently varied across languages. Issues such as some languages being verified subjects while other languages are not; inconsistencies in NCEA vocabulary lists (within and across languages); lack of and prohibitive costs for accessing ongoing support for delivering NCEA internal and external assessment are just three examples of areas which need immediate attention to ensure greater equity is provided within this essential learning area at a national assessment level.

Increasing the number of skilled teachers

The decline in the number of students learning languages, particularly at secondary schools and tertiary, has resulted in less demand for language teachers. As a consequence, there are less skilled teachers now available for a future increase in language learning. Innovative ways are required to address this shortage of qualified language teachers and suggestions are included in the following section 'Achieving the Strategic Priorities'.

Providing pathways for language learners

There is a need to improve pathways for language learning between different parts of the education system. Examples of current issues include secondary schools not offering languages currently taught by contributing p 18 y schools and bilingual immersion

pathways, and a lack of language requirement for students seeking admission to university. An education sector-wide approach is required to avoid continuing transition issues.

Commissioning research

We need better information and evidence on what works well for language teaching and learning and use in Aotearoa New Zealand. An important component for sustainable development of languages is a research and evaluation programme which provides information for future action.

It would also be useful to investigate models for language learning, maintenance and use in other countries, for example the Community Language Schools programme in Victoria, Australia.

National languages policy

In order for language learning, maintenance and use to be effective and sustainable in education, it needs to be supported by broader policy across government agencies. The development of a national languages policy would enable recognition and support for all languages in Aotearoa New Zealand and would guide coherence across sectors.

During his visit in August 2017, Professor Joseph Lo Bianco recommended that the first step towards developing a national languages policy for Aotearoa New Zealand would be to conduct a national consultation on languages and language issues that a policy would need to support and address. Such a consultation would need to explicitly engage with iwi, Māori language experts, Pasifika leaders and leaders from other significant language communities in Aotearoa New Zealand, and with a balance of community, officials and language experts.

Achieving the strategy priorities

To achieve the strategic priorities, we have identified a number of specific actions for 2019–2033. These fall into four phases: phases 2-4 have a five-year timeframe each and cover aspects of the education sector.

Phase 1: Immediate actions 2018

A number of important changes already in happening in 2018 will provide a valuable platform for the 15-year strategy set out below. These include:

- the Pasifika Languages Framework which is currently being completed by MPP
- legislation to give effect to that framework, including:
 - Recognition of five Pasifika languages as community languages of Aotearoa New Zealand
 - Establishing a Pacific Languages Commission
- review of Ka Hikitia and the Pasifika Education Plan
- review of NCEA
- discussions towards a national consultation to assist in shaping a cross-agency national languages policy

We recommend that all these actions, especially the first and second bullet points, be progressed with urgency.

Phase 2: Strategic actions 2019-2023

Early Childhood Education

In the first five years, this strategy will provide more equitable funding for kōhanga reo, Abga Fa'a Samoa, Akoteu (Tongan) and Punanga Reo to ensure that all whanau who wish to access such facilities will have the ability to do so.

Immediate review of IELTS requirements to support, train and facilitate community language experts becoming ECE teachers with language expertise.

Support the development and sharing of language resources to encourage children and their whānau to use and maintain their home languages.

Primary education

Review and revise the New Zealand Curriculum with particular focus on the Learning Languages curriculum area to provide language use as a medium of instruction as well as second language acquisition. This should include increased support for bilingual and immersion settings, including greater provision of learning resources, tailored professional development and assessments.

Provisions to begin delivery of te reo Māori for all Year 1 students from 2020 onwards with this cohort leading the delivery of te reo through the primary and intermediate sector and into secondary education over time. The numbers of Resource Teachers of te reo Māori could be expanded as one way to support this move.

Starting in 2019, the MoE will provide expanded professional learning and development contracts to support upskilling of teachers of te reo Māori in primary schools, particularly those of Year 1. MoE contracts will also support the creation, enhancement and review of te reo resources to support successful and sustainable te reo Māori programmes which support scaffolded programmes throughout primary education. Professional learning and development will include the opportunity for year-long immersion study for teachers of te reo Māori, similar to that which is currently offered through Language Immersion Awards for international languages; and reestablishment of te reo Māori programmes and majors in teacher education.

Interim support for successful delivery of te reo Māori and Pasifika languages will be provided through the establishment of a combination of National Language Advisers and a language assistant programme (such as currently exists with European and Asian language advisers and language assistants), itinerant teachers, online learning and sharing expertise through Kāhui Ako (Communities of Learning) as well as other networks.

This five-year period sees a dual goal of stu₂₀ learning and teacher education capability building.

With regards to supporting all languages, a review of the MoE ALLiS (Asian Language Learning in Schools) initiative will provide the same model of support for all languages enhancing the sustainable delivery of Learning Languages programmes from primary through to the secondary sector.

Further to this, encouragement, support and funding for using community expertise to offer locally relevant languages, including bilingual education. After hours school facilities and local community spaces can provide the opportunity for further support from experts in the community.

The provision of clear pathways for language graduates from ECE to tertiary is a priority to sustain the future of language learning, use and maintenance in Aotearoa, New Zealand.

Review ESOL funding to ensure that Culturally and/or Linguistically Diverse (CLD) learners have access to support to build English language skills for learning, for as long as this support is needed, and tailored to their ongoing learning priorities.

Promote the integration of the seven ESOL principles into teaching practices to support CLD learners to make both academic and language progress in all curriculum learning areas. Build a diverse knowledge base for every teacher, with desired competencies in second language acquisition theory and development, understanding the relationship between language and culture, and an increased ability to affirm the culture of learners.

Secondary education

As for primary education there is a need to review and revise the New Zealand Curriculum with particular focus on the Learning Languages curriculum area to provide language use as a medium of instruction as well as second language acquisition. In the secondary setting this must have a particular focus on the national assessment framework, NCEA where the languages standards are designed and assessed as second language standards and no provision exists to support heritage, community and first language speakers. Further attention should be paid to ensuring equity across languages for NCEA assessment, see page 15, 'Improving the quality of language learning' for more details.

In the initial five-year period, the secondary sector along with supporting organisations will focus on promoting the value of language learning and use for identity, confidence, interpersonal relationships, employment, intercultural communicative competence and economic benefits.

Advice and guidance will be offered to senior leadership teams within the secondary sector to support the growth and promotion of language learning and use as an equitable and viable subject option for future prospects.

Review ESOL funding to ensure that CLD learners have access to support to build English language skills for learning, for as long as this support is needed, and tailored to their ongoing learning priorities.

Promote the integration of the seven ESOL principles into teaching practices to support CLD learners to make both academic and language²¹ progress in all curriculum learning areas.

Build a diverse knowledge base for every teacher, with desired competencies in second language acquisition theory and development, understanding the relationship between language and culture, and an increased ability to affirm the culture of learners.

Tertiary language learning

As for the secondary sector, active promotion of the value of language learning and use for employment and personal growth will be actioned.

Adult and community education

Increase the provision for quality assured training of language assistants (particularly te reo Māori) and other models of community support for language maintenance and learning. The type of support required for different communities and different languages varies according to whether there are already established learning hubs and according to whether the language community is new or well settled.

Recent engagement by CLANZ shows there is a need for more access to professional development and resources for community language teachers.

Resources and professional learning and development policy

2019 onwards will ensure adequate professional learning and development in te reo Māori and language learning and use pedagogy with a focus on teachers of Year 1.

Training and support provided for Te Reo Tuatahi and resource teachers of Māori supporting the delivery and growth of te reo Māori in Year 1 classrooms.

A review of existing resources for the teaching of te reo Māori and a system for making these resources more visible and available. An example of this is a single repository on TKI. Creation and development of additional online and physical resources, where needed for the teaching of te reo Māori in Year 1 in 2020, Year 1 and 2 in 2021 and so on. Using and updating models such as the MoE Learning Languages series will provide a starting point for teachers and schools.

A review and update of existing digital and online resources and storage platforms such as the Learning Languages Series, the Learning Languages Wallchart and TKI will ensure modern, sustainable resources are available for those engaging with the Learning Languages essential learning area. All above resources should reflect language learning and use in the titles once these documents are reviewed and revised.

Ongoing funding and long-term contracts for key organisations including those delivering Ministry of Education contracts such as Auckland Uniservices, CLANZ, TESOLANZ, Māori and Pacific organisations involved in learning and using languages etc. Assurance that appropriate PLD is provided by accredited facilitators so that quality contracts exist to offer necessary support for te reo Māori teaching and learning.

Reintroduction of a National Te Reo Māori Adviser and a National Pasifika Adviser with associated teams, similar to existing bilateral agreements with various other donor governments. Creation of National Language ²² coordinator roles and regional advisory services whereby New Zealand registered teaching experts in partnership with Māori and

Pasifika educators and communities are available regionally to support the delivery of language learning and use programmes.

Expansion of current language assistant programmes for international languages (currently 21 across French, Spanish and German as well as 150 Chinese) and support for such programmes to reach schools outside of major cities.

Ensuring ongoing access to further language study and immersion for teachers of languages and use as medium teachers with the aim of all teachers of languages meeting a minimum language proficiency requirement to retain their language teaching expert recognition.

Across the four phases of this strategy, research will be conducted to support and enhance academic pedagogies based on current theory about the most effective language teaching, learning and use pedagogy in different educational settings in Aotearoa, New Zealand.

Teacher training

Introduce and sustain incentives to attract and retain fluent te reo Māori speakers and first language speakers of other languages to train as teachers of languages and other curriculum areas and activities. One example would be to use language teaching qualifications levels 4 and 5 as a bridge for community language experts to later train as New Zealand registered teachers.

Provide an accessible pathway for language assistants to train as teachers of languages after two successful years as part of the language assistant programme.

Introduce te reo Māori learning as an expected activity including language, culture and pedagogy for all ECE and primary teacher trainees by 2022. This would mean requiring that all primary teachers should leave with the language knowledge and skills to teach levels 1 and 2 of the Curriculum Guidelines for Teaching and Learning of Te Reo Māori in English-Medium Schools. Such study would sustain throughout the qualification with options for 100, 200 and 300 level specialisation as well.

Phase 3: Strategic actions 2024-2028

Early Childhood Education

Ongoing support as offered in the previous five years for language maintenance, learning and use in ECE's.

Primary education

Te reo Māori for all as a genuine option by the end of Phase 2, 2028 provided by a mixed delivery model where current teachers are growing their language, culture and pedagogy expertise and those entering the profession from tertiary institutes will have completed te reo Māori study and will be ready to deliver the language learning and use essential area of the curriculum. Other support will remain on offer through the advisory services, National Language Advisers and coordinators, language assistant programmes, itinerant teachers and other available services.

The focus in Phase 3 is on increasing the number of kura and bilingual classes with a focus on areas currently low in provision. Support for quality bilingual delivery to strengthen learning in and through first languages.

Ensuring nationwide support to learn one's own or a community language using community expertise in a community setting.

Secondary education

Through the language assistant to teacher education programme in Phase 2, an increase in qualified teachers entering the teaching profession as secondary language teaching specialists will allow for secondary schools to grow their language learning and use programmes.

Increased student numbers for language learning and use will occur through Phase 2 promotion, increased societal understanding of the value of language learning and teacher education of qualified experts.

Tertiary language learning

Introduction by tertiary institutes to provide genuine options that require a language course within and throughout degree courses to increase intercultural understanding and provide further growth for engaging with the international world. Degrees such as Business, Economics, and those that deal with people such as Medicine, Nursing etc... should be the starting point for tertiary institutes.

Adult and community education

Increased opportunities to support adult learning and use of languages which includes the opportunity for parents and whanau to learn and use the languages that their children are learning. Learning spaces such as schools and businesses after hours as well as community centres will provide the forum for such education.

Resources and professional learning and development policy

Ongoing professional learning and development for teachers and those involved in the language learning and use area will be in place.

Government strategies will ensure ongoing and sustainable attraction, supply and retention of teachers of languages and teachers who can use language across all essential learning areas of the curriculum.

Growth in research and production of resources for bilingual teaching is a Phase 3 focus. Physical and digital materials will be freely available nationwide and will support language, culture, pedagogy, assessment and other key components of language teaching, learning and use.

Language Immersion Awards such as those ²⁴ ed by the Ministry of Education for several languages should expand to include awards for te reo Māori and Pasifika languages.

The Ministry of Education and New Zealand Qualifications Authority will continue to grow their expertise in language learning and use. Specialist teams will include those who have relevant and recent experience in the sector. Contract for service positions will be directed by a recruitment and retention policy that ensures consistency and development of experts within each nationally assessed language.

Teacher education

Through the Ministry of Education strategies, incentives will continue to attract and retain teachers with relevant language teaching qualifications.

Professional learning and development expertise in the language learning and use area will grow and be available nationwide to support those who are teaching training.

Phase 4: Strategic actions 2029-2033

Early Childhood Education

Sustain and continue to look for opportunities to support all languages and expertise within the teaching profession and the voluntary community.

Primary education

Continuation of growth of te reo Māori for all, now with an increase to Year 10. By this phase all teachers in the primary sector will have received teacher training and ongoing professional learning and development in order to successfully and sustainably deliver language learning and use programmes. Ongoing training, networking and resourcing will support this.

Phase four will focus on schools offering languages for learning and use and will ensure that teachers have sufficient knowledge and access to professional learning and development to gain knowledge of the target language and culture. Schools will consult with the school community when making decisions around further language learning and use options and will employ teachers with relevant qualifications as well as engaging local community skills and expertise.

Secondary education

By Phase 4, secondary schools will see an influx of more fluent and intercultural students entering the sector and engaging with language learning and use. Professional learning and development for language teaching and language use experts will continue to be provided to support the delivery of high level courses for students.

Tertiary language learning

By Phase 4, students entering the tertiary sector will expect to engage with language learning and use as a natural part of undergraduate study. Languages and Literacy departments in the tertiary sector will be well supported by tertiary institutes and will work collaboratively with departments in order to ensure that language courses cater to degrees across various sectors such as business and medicine.

Adult and community education

Sustainable courses remain, expand and are targeted at adults, parents and whanau to access language learning for their own personal and professional growth as well as supporting young people in their lives and communities.

Resources and professional learning and development policy

Continual review and development of professional learning and development for the language learning and use sector. By Phase 4, all regions of Aotearoa New Zealand will have access within their region to experts and support for language learning and use.

Teacher education

The impact of the previous two phases will now provide more teacher trainees entering training with language and culture skills as they will have received increased opportunities to learn languages throughout their schooling.

Ministry of Education strategies and incentives to attract and retain teachers who are fluent in two or more languages are evident. These should be supported by an implementation plan.

Table 8: Strategic actions 2019-2033

	2019-2023	2024-2028	2029-2033
Teacher training	<p>Incentives to attract and retain fluent Te Reo speakers, first-language speakers of other languages and language graduates as teachers</p> <p>Pathway for language assistants to train as teachers after 2 years</p> <p>Introduce Te Reo learning for all ECE/primary teacher trainees by 2022</p>	<p>Grow PLD expertise in language learning</p> <p>Continue incentives to attract and retain teachers with language skills</p> <p>Include papers on how to teach the target language in degree-level language courses</p> <p>Increase language content of initial teacher training</p>	<p>More trainees coming through with language skills, having received increased learning opportunities throughout schooling</p> <p>Continue incentives to attract and retain teachers fluent in 2 or more languages</p>
Tertiary language learning	<p>Promote value of language learning for employment</p>	<p>Require a language course within degree courses (eg for business degree) for intercultural understanding</p>	<p>Increased student numbers</p>
Secondary	<p>Promote value of language learning for employment</p>	<p>Increased student numbers for languages</p> <p>More teachers coming through with language expertise to meet the demand</p>	<p>More fluent children coming into secondary</p> <p>Higher-level courses available</p>
Primary	<p>Te reo for all Y1 students in 2020, adding a year level each year – interim quality through language assistants, itinerant teachers, online learning, sharing expertise in COLs – dual goals of student learning and teacher capability building</p> <p>Support existing bilingual and immersion delivery through learning resources, assessments and PD</p> <p>Extend ELLIS to additional languages</p> <p>Encourage use of community expertise to offer locally relevant languages, including bilingual learning</p>	<p>Te Reo for all (Y1-8) by 2028, mixed delivery – some schools/teachers with expertise, others still using language assistants, itinerant teachers</p> <p>Increase number of kura and bilingual classes, focusing on areas with low provision</p> <p>Support to learn own or a community language, using community expertise</p> <p>Support for quality bilingual delivery to strengthen learning in/through first language</p>	<p>Te Reo for all (Y1-10), high-quality delivery as all teachers have resources and training</p> <p>Schools that choose to offer other language(s) have knowledge of language learning, resources and either teachers with language skills or community skills to draw on</p>
ECE	<p>Increase number of kohanga reo and puna reo to ensure access for all who wish it</p> <p>Community language expertise recognised in teacher training (IELTS review) to improve supply of ECE teachers with language expertise</p>	<p>Ongoing support for language maintenance, learning and use in ECEs</p> <p>Increase support for bilingual and immersion options for maintenance of Pasifika and other community languages</p>	
ACE, community	<p>Training for language assistants and other models of community support for language maintenance and learning</p>	<p>Support for adult learning including parents learning languages to support children’s learning</p>	
Resources, PLD policy	<p>PLD in Te Reo and in how to teach languages available for all primary teachers</p> <p>Support for Te Tuatahi, itinerant teachers</p> <p>Online resources for teaching of Te Reo starting Y1 in 2020</p> <p>Funding for key organisations – eg ILEP, CLANZ, TESOLANZ</p>	<p>Ongoing PLD</p> <p>Specific government strategies to ensure supply of language teachers</p> <p>Resources for bilingual teaching – materials, online, PLD in additive bilingual, assessments</p> <p>Grow MOE expertise in language learning</p>	<p>Ongoing PLD</p>

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