

COVER SHEET: PROACTIVE RELEASE – PACIFIC LANGUAGES STRATEGY CABINET MATERIAL

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Minister for Pacific Peoples

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The following documents have been proactively released in accordance with Cabinet Office Circular CO (18) 4.

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No.	Document	Comments
1	Proposal for the release of the Pacific Languages Strategy (2022-2032) [SWC-22-SUB-0085] <i>Cabinet paper</i> Office of the Minister for Pacific Peoples	Some information withheld under s9(2)(f)(iv)
2	Appendix A: Finalised Pacific Languages Strategy 2022-2032 <i>Cabinet paper appendix</i> Office of the Minister for Pacific Peoples	Some information withheld under s9(2)(f)(iv)
3	Pacific Languages Strategy (2022-2032) [SWC-22-MIN-0085] <i>Cabinet Social Wellbeing Committee minute</i> Cabinet Office	Released in full
4	Pacific Languages Strategy (2022-2032) [CAB-22-MIN-0173] <i>Cabinet minute</i> Cabinet Office	Some information withheld under s9(2)(f)(iv) and some information is out of scope

IN CONFIDENCE

[In Confidence]

Office of the Minister for Pacific Peoples

Chair, Cabinet Social Wellbeing Committee

Proposal for the release of the Pacific Languages Strategy (2022 – 2032)**Proposal**

- 1 This paper seeks Cabinet endorsement for the public release of the Pacific Languages Strategy (2022 – 2032) (the Strategy).

Executive Summary

- 2 Language, culture, and identity are the fundamental cornerstones of overall wellbeing. For Pacific peoples, our languages ground us and are our source of strength. Pacific people thrive when their languages thrive so investing in Pacific languages will make a significant contribution to creating communities of healthy, educated, productive, and successful Pacific New Zealanders.
- 3 Aotearoa New Zealand is a Pacific nation and has an important role to play in supporting Pacific languages. This stems from widely acknowledged special, constitutional, and historical ties between New Zealand and the nations of the Pacific.
- 4 For some years now, census data and Pacific communities have been telling the same story, that the number of fluent Pacific language speakers in New Zealand is rapidly declining. Pacific communities have brought the story to life during our public consultation, sharing their concerns about what the loss of heritage languages means, their desire to arrest this, and the need for Government agencies to work more collaboratively with them through an approach that is tailored to the aspirations and values of Pacific peoples.
- 5 In 2018, Cabinet committed to ensuring Pacific languages survive in New Zealand [SWC-18-MIN-0160] and the Wellbeing Budget 2019 delivered a \$20 million package to support the revitalisation of Pacific languages.
- 6 Improving wellbeing outcomes continues to be a priority for the Government. In November 2019, Cabinet endorsed the development of the All-of-Government Pacific Wellbeing Strategy which aims to improve wellbeing outcomes for Pacific peoples over the four Lalanga Fou goals [SWC-19-MIN-0186].
- 7 Until now, New Zealand has not had a consistent framework across government for supporting Pacific languages, and consequently the value of the languages has been undermined. As a result of our recent commitments and investment, I have developed a Pacific Languages Strategy which

provides a high-level strategic direction to coordinate language revitalisation and retention efforts across government and key stakeholders.

- 8 Having completed public consultation, I propose that Cabinet endorse the public release of the Pacific Languages Strategy (2022 – 2032) which presents the Government's overall vision for Pacific languages: *Thriving Pacific languages build a prosperous Aotearoa*.
- 9 The Strategy outlines three key objectives needed to achieve the vision and increase Pacific language use in Aotearoa. These three key objectives are:
 - 9.1 recognise the value of Pacific languages across Aotearoa New Zealand;
 - 9.2 strengthen pathways and resources for learning Pacific languages and learning in Pacific languages; and
 - 9.3 create environments for Pacific languages to be used more often, and in more spaces.
- 10 The vision and three key objectives provide the strategic direction for the next ten years but are only achievable if supported by action. This Strategy will be enacted and supported by a Pacific Languages Government Action Plan (Government Action Plan) and ethnic-specific Pacific Languages Community Action Plans (Community Action Plans) which will be reflective of government and community priorities. Together these provide an important component of the All-of-Government Pacific Wellbeing Strategy and the goals set by the Pacific Aotearoa Lalanga Fou report.¹

Background

- 11 In September 2021, Cabinet approved consultation on a draft Pacific Languages Strategy to help coordinate our efforts and set the future direction and objectives for Pacific Languages in Aotearoa [SWC-21-MIN-0137 refers].
- 12 This consultation enabled me to develop a 10-year Pacific Languages Strategy which reflects the language aspirations and needs of Pacific communities across Aotearoa. For this Strategy to deliver meaningful change, it will need to keep Pacific communities at the front and centre and be the vehicle for coordinated, cross-sector planning and policy that meets the language revitalisation and maintenance needs of our diverse Pacific languages.
- 13 Government has sought to support Pacific languages and in 2018 we invested \$20 million to support the retention and revitalisation of Pacific languages as part of the 2019 Wellbeing Budget. This was one of the most significant

¹ [Pacific Aotearoa Lalanga Fou report](#). Ministry for Pacific Peoples (2018).

Lalanga Fou sets the vision for Pacific people in Aotearoa: *We are confident in our endeavours, we are a thriving, resilient and prosperous Pacific Aotearoa*. Four goals are identified to achieve this vision: Goal 1 – Thriving Pacific languages, cultures, and identities; Goal 2 – Prosperous Pacific communities; Goal 3 – Resilient and healthy Pacific peoples; and Goal 4 – Confident, thriving, and resilient Pacific young people.

contributions to Pacific languages in New Zealand to date. Budget investment resulted in:

- 13.1 establishment of the Pacific Languages Unit within the Ministry for Pacific Peoples to provide advice, commission research, maintain robust quality standards and technical language guidance, promote language use and fund community initiatives;
 - 13.2 over 500 community-led language revitalisation and maintenance efforts funded to the value of nearly \$3.5 million;
 - 13.3 \$3.9 million invested in the Centre for Pacific Languages², our largest Pacific language provider, to deliver free Pacific language courses online; and
 - 13.4 annual Pacific Language Weeks, led by Pacific communities, delivered with unprecedented participation in 2021 of over 2.5 million engaged users and an audience reach of over 2.1 million across Aotearoa and beyond.
- 14 Moreover, we have heard that for many in our communities, particularly our elders and the most vulnerable, that the translation of covid messages in the different Pacific languages have saved lives, re-affirming yet again the importance of languages and culture as a key cornerstone for Pacific health and wellbeing.
- 15 These achievements are significant, but we lack a cohesive, system-wide framework for Pacific languages that provides the long-term view of our priorities and objectives. This has resulted in an ad hoc approach and a lack of clarity of roles and responsibilities for ensuring that Pacific languages thrive. We know that language revitalisation requires integrated, coherent, and multifaceted approaches for success.

Finalised Pacific Languages Strategy (2022 – 2032) for Cabinet Endorsement

- 16 I am seeking Cabinet endorsement for the public release of the Pacific Languages Strategy 2022-2032 [attached at Annex A]. It outlines the overall vision that *Thriving Pacific languages build a prosperous Aotearoa* and sets 10-year objectives and priorities that will protect and promote indigenous Pacific languages in Aotearoa New Zealand.
- 17 This Strategy is integral to achieving the Pacific Aotearoa vision that *We are confident in our endeavours, we are a thriving, resilient and prosperous Pacific Aotearoa*, and the Lalanga Fou goals that we have committed to as a Government.
- 18 The Strategy delivers on the first Lalanga Fou goal of *Thriving Pacific languages, cultures and identities*. It will ensure that Pacific languages are valued and recognised as assets in Aotearoa New Zealand.

² Formerly the Pacific Education Centre (PEC)

- 19 Connection to language and culture are protective factors for wellbeing and as such, this Strategy also supports the aims of the All-of-Government Pacific Wellbeing Strategy [SWC-19-MIN-0186] which works across government to improve wellbeing outcomes for Pacific peoples over the four Lalanga Fou goals. Given that the Pacific Languages Strategy is a key component to realising Lalanga Fou goal one, we anticipate it also having positive flow on effects across the other three Lalanga Fou goals (*Prosperous Pacific communities, resilient and healthy Pacific Peoples and confident, thriving and resilient Pacific young people*). When Pacific languages thrive, Pacific people thrive.
- 20 The primary goal of the Pacific Languages Strategy is to increase Pacific language use in Aotearoa New Zealand and this goal is supported by three overarching objectives:
- 20.1 recognise the value of Pacific languages across Aotearoa New Zealand;
 - 20.2 strengthen pathways and resources for learning Pacific languages and learning in Pacific languages; and
 - 20.3 create environments for Pacific languages to be used more often, and in more spaces.
- 21 These three objectives are drawn from the literature on language revitalisation which suggests that critical to languages thriving, they must be strong in *status, critical awareness, acquisition, corpus, and use*³.
- 22 This Strategy takes a strengths-based, tailored and holistic approach to support Pacific languages in Aotearoa New Zealand. The nine Indigenous Pacific languages that the Strategy supports are those which the Ministry for Pacific Peoples formally supports by way of annual Pacific Language Weeks, funding and community language planning. These include: *te gagana Tokelau, vagahau Niue, te reo Māori Kuki 'Āirani, gagana Samoa, lea faka Tonga, te gana Tuvalu, fāeag Rotuam, vosa Vakaviti and te taetae ni Kiribati*.
- 23 Each of these languages has its own needs, strengths, and challenges. Therefore, the approach towards each community language is tailored according to their constitutional relationships with New Zealand, language vitality, and the demographics of the population, as follows:
- 23.1 *Urgent revitalisation*: Te Gagana Tokelau, Vagahau Niue, Te Reo Māori Kuki 'Āirani. Because these languages are characterised by high levels of endangerment, low numbers of speakers, and low

³ The five key elements include: *status* (create a positive environment and culture in which the language is valued and flourishes); *knowledge and acquisition* (increase proficiency skills of speaking, listening, reading and writing the language); *use* (ensure the language is used as a form of communication in the person's community life); *critical awareness* (raise the level of awareness and consciousness about the value of the language); and *corpus* (establish a collective body of material that is publicly and freely available outlining how a language is generally written, spoken and used).

intergenerational transfer, they are in most need of intervention and support.

23.2 *Strengthening transmission and maintenance:* Gagana Samoa, Lea-Faka Tonga. These languages have larger populations and high numbers of speakers. Therefore, there needs to be a strong focus on ensuring intergenerational transmission and use to avoid language endangerment.

23.3 *Support Community-led action for language revitalisation and maintenance:* Te Gana Tuvalu, Vosa Vakaviti, Fāeag Rotūam, Te taetae ni Kiribati. Given that these language groups have smaller emerging populations of language speakers and fewer New Zealand-born speakers, this group is a priority for community-led promotion and raising awareness.

Broad support for the Pacific Languages Strategy

24 In 2021, the Ministry for Pacific Peoples engaged with close to 700 people from a wide range of Pacific ethnic groups and age groups, some of whom were representing larger groups or language-related organisations.

25 Feedback from these consultations was overwhelmingly in favour of the Strategy. The key themes drawn from talanoa in 2021 were that:

25.1 Pacific communities wanted the final Strategy to focus more heavily on the role of education and the potential of bilingual and immersion education;

25.2 Pacific communities raised the need to strengthen the narrative on Te Tiriti o Waitangi and the relationship with Māori, and to expand on the historical relationships with various Pacific regions;

25.3 people wanted to see more focus on the benefits of Pacific languages and being multilingual for education, health and employment outcomes, and the wider prosperity and wellbeing of Aotearoa;

25.4 the final Strategy needs to be clearer on who is responsible for supporting Pacific languages across government and what types of actions different stakeholders might take; and

25.5 there is potential to profile other strategies and frameworks from other government agencies that align with the final Strategy.

26 I have worked closely with the Ministry of Education and other agencies to ensure this feedback is incorporated into the final version of the Strategy which I am bringing to you today.

Implementing the Strategy

27 To respond to the feedback that communities wanted to see clearer responsibilities and types of actions that might be considered to deliver the

objectives of the Strategy, I have included current actions our Government is investing in to support Pacific languages, as well as some potential future actions that are currently under consideration by different agencies. The example actions in the Strategy are not exhaustive and further actions will be explored as part of the Pacific Languages Government and Community Action Plans development.

- 28 The Strategy lays out the overall strategic direction and key priorities for language retention and revitalisation efforts over the next decade and is intentionally high-level because it will be operationalised in two ways:
- 28.1 a series of annual Pacific Languages Government Action Plans; and
 - 28.2 Pacific Languages Community Action Plans for each of the nine language groups.

Pacific Languages Government Action Plan

- 29 The Pacific Languages Government Action Plan (The Government Action Plan) will articulate the specific investment and actions that the Government will take to realise the Strategy. This will be led by the Ministry for Pacific Peoples in partnership with key government agencies such as the Ministry of Education, the Ministry of Foreign Affairs and Trade, and broadcasting, media and film within the Ministry for Culture and Heritage.
- 30 The Government Action Plan will focus specifically on the domains of government, education, media and broadcasting, and international relations. In most of these domains, there is a lead government agency and a government minister that will be responsible for decisions regarding investment and support in that area.
- 31 The Government Action Plan will include roles and actions that these agencies are committed to support thriving Pacific languages. A cross-sector government initiative is important to ensure that Pacific language revitalisation and maintenance is prioritised.
- 32 The Government Action Plan will be an annual plan timed around budget cycles. The shorter timeframe will allow for innovative ideas and programmes to be tested and built upon, with incremental progress to be assessed against the direction set by the Strategy.
- 33 The Ministry for Pacific Peoples will be engaging with key partner agencies to develop the Government Action Plan and I propose to return to Cabinet by the end of 2022 for consideration and endorsement of the Pacific Languages Government Action Plan.

Pacific Languages Community Action Plans

- 34 Pacific Languages Community Action Plans (Community Action Plans) will be co-constructed with Pacific communities and the Ministry for Pacific Peoples. They will articulate the opportunities and actions that communities wish to pursue to support their languages to thrive. The Ministry for Pacific Peoples

will play a coordinating role, connecting communities to key contacts, funding opportunities, and capability building exercises.

- 35 These Community Action Plans will focus on the domains of home and families, churches, communities, workplaces and business, public spaces, non-government and charity sector, and the digital/technology space. Each community will determine their own priorities within these areas and will be supported by the Ministry of Pacific Peoples where necessary.
- 36 The Community Action Plans will inform the broader Pacific Languages Government Action Plan and help to distinguish how to balance the responsibilities of communities from those of Government and other key stakeholders. A community-focused and proactive approach is important and will reap greater impacts with Pacific communities at the fore.

Financial Implications

- 37 There are no financial implications arising from this paper. However, there are potential actions as part of the Government Action Plan that if pursued will require additional funding. If this is the case, funding will be sought through the Budget process.

Legislative Implications

- 38 The Strategy does not have legislative implications. However, there are potential actions as part of the Government Action Plan that if agreed on will require legislative change. Any changes will seek the relevant approvals and I will keep Cabinet informed on any developments in this area.

Impact Analysis

- 39 There is no requirement for a Regulatory Impact Analysis or a Climate Implications of Policy Assessment for this paper, as there are no relevant regulatory or climate implications arising from this paper.

Population Implications

- 40 The direction set by this Strategy, and the Government and Community Action Plans will directly support the language maintenance and revitalisation of the nine Pacific language groups formally supported by the Ministry for Pacific Peoples - Te Gagana Tokelau, Vagahau Niue, Te Reo Māori Kuki 'Āirani, Gagana Samoa, Lea-Faka Tonga, Te Gana Tuvalu, Vosa Vakaviti, Fāeag Rotūam, and Te taetae ni Kiribati.

Implications for the Pacific disabled community

- 41 Pacific peoples make up a growing proportion of our country and of the disability community, with nineteen percent of Pacific people identifying as disabled in 2013⁴. Given the links between mental health and wellbeing and access to a person's culture, including their language, the implementation of

⁴ New Zealand Disability Strategy 2016–2026. Office for Disability Issues. 2016.

this Strategy is likely to improve outcomes for Pacific disabled people, specifically those with mental health conditions and the wider Pacific disabled community.

- 42 I will honour the commitment made by the Government to Pacific peoples in Outcome 3 of the New Zealand Disability Strategy which states that Pacific disabled people “will be respected and (...) will have access to services that are culturally appropriate”. The Strategy will be summarised and made available in accessible formats (and in Pacific languages).
- 43 A translation of summary information into alternate formats will be included to allow for Pacific disabled people to access the Strategy and its implementation plans.

Our shared journey with Māori

- 44 The whakapapa, spiritual, cultural, and geographical ties between Māori and Pacific peoples, and Te Tiriti o Waitangi as the constitutional point of connection, are acknowledged in the Strategy. Māori and Pacific peoples have shared histories, and these historical ties between Māori and Pacific communities are also re-emerging in the growing number of Pacific peoples with whakapapa to the iwi of Aotearoa⁵.
- 45 The journey of Māori Language Revitalisation is internationally recognised. In developing the Strategy, I engaged with Māori agencies, youth, and elders. They were supportive of the Strategy and encouraged the need to nurture the relationship between Māori and Pacific in the context of language revitalisation to ensure we are supporting and championing each other’s work.
- 46 Therefore, the language revitalisation efforts in this Strategy are designed to learn from, support, and uplift the ongoing language revitalisation journey of tangata whenua and te reo Māori. I will continue to work closely with our Māori agencies in our shared Kaupapa.

Language diversity in New Zealand

- 47 The Strategy recognises the indelible links between language, culture, and identity and the critical role that languages play in supporting Pacific wellbeing. While the Strategy is for Pacific languages, the links between culture and shared culture means we can learn from each other to support the value of diverse languages in New Zealand.

Human Rights

- 48 The proposals in this Cabinet paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

⁵ According to Statistics New Zealand (2018), 49% of Māori identified also having Pacific heritage.

Consultation

- 49 The following agencies were consulted during the development of this paper: Ministry of Education, Tertiary Education Commission, New Zealand Qualifications Authority, Education Review Office, Ministry of Foreign Affairs and Trade, Ministry for Culture and Heritage, Te Puni Kōkiri, Ministry of Social Development, Ministry of Health, Office for Disability Issues, Office for Seniors, Ministry for Ethnic Communities, Ministry for Women, Ministry of Health, Ministry of Housing and Urban Development and the Ministry of Business, Innovation and Employment.

Publicity – Launch of Pacific Languages Strategy (2022 – 2032)

- 50 I intend to release the Pacific Languages Strategy (2022 – 2032) once it has been endorsed by Cabinet. My office is working with the Ministry for Pacific Peoples to develop the details of the launch, which will be guided by what is appropriate in the current COVID-19 climate.

Proactive Release

- 51 I intend to release this Cabinet paper at the same time as the Pacific Languages Strategy (2022 – 2032) is released. I intend to withhold any material relating to future Budget rounds, or any other material that could prejudice proper consideration of proposals by Cabinet.

Recommendations

The Minister for Pacific Peoples recommends that the Committee:

- 1 **note** that in September 2021, Cabinet agreed to consultation on a draft Pacific Languages Strategy (2022 – 2032) [SWC-21-MIN-0137];
- 2 **note** the thorough and extensive public consultation undertaken on the draft Strategy;
- 3 **note** the Pacific Languages Strategy (2022-2032) was developed through a collaborative approach and works towards a vision of *Thriving Pacific languages builds a prosperous Aotearoa* through achieving three key objectives:
 - a. recognise the value of Pacific languages across Aotearoa;
 - b. strengthen pathways and resources for learning Pacific languages and learning in Pacific languages; and
 - c. create environments for Pacific languages to be used more often, and in more spaces;
- 4 **note** the Strategy supports nine Pacific languages, including: *te gagana Tokelau, vagahau Niue, te reo Māori Kuki 'Āirani, gagana Samoa, lea faka Tonga, te gana Tuvalu, fāeag Rotuam, vosa Vakaviti and te taetae ni Kiribati.*

- 5 **note** the characterisation of languages in groups according to:
 - a. urgent revitalisation;
 - b. strengthening transmission and maintenance; and
 - c. supporting community-led action for language revitalisation and maintenance;
- 6 **note** that funding for the implementation of any future actions will be sought through relevant Budgets;
- 7 **endorse** the public release of the Pacific Languages Strategy 2022-2032 attached at Annex A;
- 8  s9(2)(f)(iv)
- 9 **authorise** the Minister for Pacific Peoples to make editorial changes to the Pacific Languages Strategy (2022-2032) before it is released.

Authorised for lodgement

Hon Aupito William Sio
Minister for Pacific Peoples

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Appendix A: Finalised Pacific Languages Strategy 2022-2032

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**Pacific Languages Strategy Aotearoa
2022 - 2032**

The Ministry for Pacific Peoples

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Table of Contents

Minister's Foreword.....	2
Introduction.....	4
Thriving Pacific languages build a prosperous Aotearoa.....	4
Pacific Languages Strategy Aotearoa, New Zealand.....	5
Pacific Languages Strategy.....	6
Te Tiriti o Waitangi and the Pacific Languages Strategy.....	7
The history of Pacific Languages in Aotearoa.....	8
Our responsibilities and relationships with Pacific communities.....	11
A Strategy to take us into the future.....	14
The Pacific Languages Strategy.....	15
Action Plans.....	17
Achieving change through action.....	19
Key Action 1: Recognise the value of Pacific languages across Aotearoa.....	20
Key Action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages.....	21
Key Action 3: Create environments for Pacific languages to be used more often, and in more spaces.....	22
Pacific community language profiles.....	24
Language Group 1 - Urgent revitalisation.....	24
Language Group 2 - Strengthen maintenance and transmission.....	26
Language Group 3 - Support Community-led language action for language revitalisation & maintenance.....	28
Links with other key strategies.....	32
Implementation, monitoring and review.....	34
Annex 1: UNESCO Classifications.....	35
Annex 2: Learner enrolments in Bilingual and immersion and additional Pacific language learning in education.....	36
Annex 3: Language Revitalisation Components.....	45
Annex 4: Categorisation of Pacific Languages.....	46

Minister's Foreword

Hon Aupito Toeolesulusulu Tofae Su'a William Sio

My Pacific elders have often shared, “*E lē falala fua lā’au o le vao, e māfua ona falala ona o le agi o le matagi*”. *The trees of the forest do not move without reason, they move because of the wind.*

As far back as the 1970s, I have seen many Pacific language pioneers stand their ground and cut across the challenging winds of the dominating English speaking world, to create a pathway for Pacific languages and cultures to thrive and grow in Aotearoa New Zealand. Despite colonisation and the pressure to prioritise English to succeed, these pioneers held fast to their belief that Pacific languages and cultures are the cornerstone of our wellbeing. They knew that when Pacific languages and cultures thrive, our communities thrive, and Aotearoa becomes a better place for everyone.

When I consider these pioneers, I think of: *Mama Tupou Manapouri* of Hillary College staying after school hours to pass on her language and cultural knowledge to her Cook Islands students; *Mama Mere Tapaeru Tereora* setting up the first *Punanga o Te Reo* early childhood programme for Cook Islands *tamariki*; *le Afioa ia Tofaeono Tanuvasa Tavale QSM* who enabled access to gagana Samoa through the creation of language resources and who championed the first nationwide Samoan language week led by the New Zealand Human Rights Commission and Radio Samoa in Auckland; and *the teachers and community leaders* behind the first vagahau Niue bilingual unit established in 2021 at Favona Primary School. These milestones have given us a firm foundation upon which we must continue to build.

A dire trend has emerged in the past several decades showing the use of Pacific languages is in decline, and many are in danger of being lost. But we are not alone in this journey, and we acknowledge indigenous languages globally including tangata whenua of Aotearoa experiencing the journey of loss and hope in championing their *reo*. Together – Māori and Pacific - are like braided rivers, flowing towards Te Moana Nui a Kiwa that binds our special relationship as peoples of the vast Blue Pacific Ocean with shared whakapapa, customs, values, spiritual beliefs, languages and cultures. This special bond continues to grow from strength to strength when our families/aiga converge with a growing number of our tamariki sharing Māori and Pacific whakapapa and heritage.

We look to our Māori whānau who are world-leading in their language revitalisation efforts, and we seek to journey with them, learn from them and fulfil our responsibility to manaaki their ongoing endeavor to see te reo Māori thrive.

Aotearoa New Zealand is also unique in that we are a Pacific nation, and we are home to one of the largest Pacific populations in the world. With this comes a responsibility to protect and promote the languages of our Pacific Aotearoa community.

The *Pacific Languages Strategy 2022-2032*, is the first of its kind in Aotearoa, and takes a long-term approach to coordinate support for Pacific languages across government, communities, and key stakeholders. The Strategy is founded on the vision that **Thriving Pacific languages build a prosperous Aotearoa** and has three key objectives:

1. Recognise the value of Pacific languages Aotearoa
2. Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages and
3. Create environments for Pacific languages to be used more often, and in more spaces.

We have seen through COVID-19, that Pacific languages are fundamental to the survival of Pacific communities, and evidence tells us that when our people are strong in their language as well as English, they are more likely to be strong mentally, culturally, academically and economically.

I want to acknowledge the wonderful support for the historic Pacific Language Strategy that we have received from the Prime Minister, Government Ministers, Government agencies and officials, academics, researchers, and of course, the courageous Pacific peoples of Aotearoa, especially our young people.

I strongly commend this historic Pacific Language Strategy to Aotearoa New Zealand, that it will strengthen our competitive and cultural edge as a modern nation.

So let us look forward to a future where the winds of change rise to meet our collective efforts, where they move us forward and where we are uplifted with confidence to a place where our Pacific languages and cultures are shared, learnt, used, supported, and are thriving in our home, our communities and our workplaces throughout Aotearoa, New Zealand.

Introduction

Ke lava te lau o te Kupega te lau mua ma te lau muli, ke naunau ma galulue fakatahi (gagana Tokelau)
We must have enough herders working together in unison to herd the school of fish into the net

In the Tokelau practice of fishing with the *kupega* (the net), close collaboration is required by those working both sides of the *kupega* to catch a school of fish. Communication and cooperation will guarantee a plentiful catch to ensure the village is fed. Hearing, learning and speaking our heritage languages nourishes us, like fish from the ocean, giving strength, health, wellbeing and energy to lead a prosperous life. To retain and revitalise Pacific languages, we must work the *kupega* together to create the right conditions for a plentiful catch.

There is a long history of Pacific communities and language champions drawing on their innovation, creativity and resourcefulness to work the *kupega* to retain their Pacific languages. This journey has been inspired by the strides tangata whenua have made to protect and promote te reo Māori in Aotearoa. This strategy seeks to support these efforts by bringing together all those who seek to retain and revitalise Pacific languages and making sure we are collectively manoeuvring the *kupega*, communicating, collaborating and complementing the actions of others to guarantee the biggest catch.

Thriving Pacific languages build a prosperous Aotearoa

The history of colonisation in Aotearoa has pushed the narrative that for Māori and Pacific communities to succeed in New Zealand, they must speak English. This belief is pervasive and persistent forcing their descendants to walk in spaces where their languages are neither understood, nor valued. This has led to the significant decline in the use of these languages in Aotearoa. However, Māori as tangata whenua have fought back against this narrative and have led language revitalisation efforts in a way that has become world leading. Many Pacific communities are also on this journey with their own languages. They are telling a new story of success – when our languages thrive alongside te reo Māori, our communities thrive, and Aotearoa will prosper.

Investing in the languages of tangata o te Moana-nui-ā-Kiwa (including tangata whenua and te reo Māori) is the cornerstone for protecting wellbeing and cultural identity *and* creating communities of healthy, educated, productive and successful citizens. This is particularly important for our children and young people because supporting their heritage languages will benefit their sense of belonging, their resilience and their confidence. An Aotearoa that values the languages, cultures and identities of our tamariki is essential for making this a place that our children and young people are proud to call home.

The evidence is unequivocal that investing in growing Pacific bilingual and multilingual speakers will:

- Lift educational outcomes, including qualification rates, and educational equity;
- Enhance employment and earning opportunities;
- Create cultural connections that improve wellbeing and protect mental and physical health;
- Build self-esteem, confidence and identity and contribute to social stability and cohesion; and
- Increase the human capital and productivity of our workforce, enhancing economic value for Aotearoa.¹

The prosperity of te reo Māori and our Pacific languages in Aotearoa are inextricably linked to the prosperity, wellbeing and success of Aotearoa. We must honour the special status of te reo Māori

and protect the indigenous languages of our Pacific peoples because our collective ability to thrive depends on it.

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Pacific Languages Strategy Aotearoa, New Zealand

Vision: Thriving Pacific Languages build a prosperous Aotearoa

Key objectives	Recognise the value of Pacific languages across Aotearoa	Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Create environments for Pacific languages to be used more often, and in more spaces
<p>Priority areas</p> <ul style="list-style-type: none"> Build understanding of the significance of thriving Pacific languages for health, wellbeing and success of Pacific communities and how this contributes to collective prosperity of Aotearoa. Work towards multilingualism in Pacific languages being seen as an asset to be fostered and supported, particularly in education and employment. Develop legislation to officially recognise the significance of Pacific languages in Aotearoa. 	<ul style="list-style-type: none"> Increasing investment in Pacific Languages Weeks to celebrate and promote Pacific languages across Aotearoa [MPP] Making vagahau Niue and gagana Tokelau recognised accredited subjects in the National Certificate of Educational Achievement [MOE] 	<ul style="list-style-type: none"> Plan for quality pathways for language learning in education and community settings so people are supported to progress and continue learning. Proactively plan phased quality bilingual and immersion education pathways to embrace Pacific learners' languages and cultures and promote educational equity Respond to the demand for more high-quality resources to support knowledge, skills and proficiency in Pacific languages 	<ul style="list-style-type: none"> Make Pacific languages visible in written landscape (signs / notices / labels / advertisements etc). Identify ways to make Pacific languages more visible, valued and used in settings where English is dominant, especially in workplaces and education settings. Support, value and invest in quality Pacific language broadcasting. Ensure translation and interpretation services are accessible and reliable. Support families to use the languages in their homes to ensure language transmission
<p>Current actions</p>	<ul style="list-style-type: none"> Develop legislation to establish a Pacific Languages Commission and give official community status to Pacific languages [MPP] Develop a comprehensive communication campaign to raise awareness and promote the value of Pacific languages and the benefits of multilingualism [MPP] Work with Pacific nations to identify opportunities for promoting the benefits of bilingualism in home nations [MFAT & MPP] 	<ul style="list-style-type: none"> Providing funding for Pacific bilingual and immersion units in schooling from 2022 [MOE] Introduce a managed network approach to ensure high quality, diverse and sustainable early learning provision [MOE] Community partnerships with local schools and universities to offer accredited language learning in community settings for secondary school students Investment in the Pasifika Education Centre to be able to provide free on-site Pacific languages classes [MPP] Prioritising funding Adult and Community Education courses that focus on supporting Pacific (especially Realm) language maintenance and acquisition [TEC, MOE] 	<ul style="list-style-type: none"> Translating COVID19 messages into Pacific languages to ensure Pacific communities are healthy, protected and informed in the global pandemic [MPP] Implementing Ngā Reo o Tāmaki Makarau (Auckland Languages Strategy) that seeks to maintain and strengthen Pacific languages (COMET) Investing in Pacific language broadcasting – Pacific Media Network [MCH] Providing Professional Learning and Development for teachers in early learning and schooling to incorporate Pacific identities, languages and cultures into the classroom [MOE]
<p>Potential future actions</p> <p>(These are potential examples for what could be included in the Government Action Plan. These are not current Government policy but are actions that communities and/or research suggest could be beneficial and will be explored further)</p>	<ul style="list-style-type: none"> Design contextually relevant Master-Apprentice Language Learning Programmes, pairing elder speakers with learners [MPP] Build stronger relationships with the language commissions in Pacific nations and explore the possibility of shared resource creation and use [MPP, MFAT and MOE where relevant] Targeted assistance for people to train and register as Pacific language teachers by providing support to meet current English language requirements [MOE] Grow accredited language learning pathways in Tertiary education to build proficiency for careers in education, translation, interpretation and other relevant fields [MOE/TEC] 	<ul style="list-style-type: none"> Increase the number of gagana Samoa and Iea faka Tonga bilingual and immersion units in schools to support use of the languages in education [MOE] Produce guidance of expectations for translation of important material into Pacific languages across the public sector [MPP] Invest in Pacific language content in mainstream broadcasting [MCH] Increase the amount of community-generated online-content focused on language learning and language use [Community with support from MPP] 	

Pacific Languages Strategy

Vision: Thriving Pacific Languages build a prosperous Aotearoa

Key objectives:	Recognise the value of Pacific languages across Aotearoa	Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Create environments for Pacific languages to be used more often, and in more spaces
<p>Potential measures for the Pacific Languages Strategy and Government Action Plan (communities will help determine what this will look for them):</p>	<ul style="list-style-type: none"> ○ Increased numbers of Pacific and non-Pacific New Zealanders understand and value multilingualism and biliteracy in Pacific languages ○ Increased numbers of Pacific and non-Pacific New Zealanders understand, value and access Pacific bilingual and immersion education pathways ○ Increased awareness of the significance of indigenous Pacific Realm languages in Aotearoa ○ The return on investment in Pacific languages is better understood by Government ○ The value of Pacific languages is recognised in legislation and Government commitments ○ Pacific language competencies are valued and recognised in education and employment ○ More Aotearoa New Zealand-specific research on the benefits of Pacific languages is available and easily accessible 	<ul style="list-style-type: none"> ○ Increased number of high-quality formal and informal language classes for all levels ○ Clearly established formal pathways for language learning are increasingly available ○ Increased number of Pacific bilingual/immersion education options in early learning and schooling ○ More options to train as a teacher in a Pacific-language focused programme ○ More people report being able to access quality Pacific language resources ○ Increased number of people learning/learning in Pacific languages ○ Increased language learning community initiatives ○ Overall increase in rates of intergenerational language transmission. 	<ul style="list-style-type: none"> ○ Increased Pacific language use in traditional and social media programming. ○ More Pacific people, including young people, report feeling comfortable speaking Pacific languages in education settings / on sports teams / at social gatherings and events ○ More Government agencies consistently translate key information into the Realm languages, Gagana Samoa and Lea Faka-Tonga ○ More people report being able to access important public information in Pacific languages ○ Stronger presence of Pacific languages in signage, labels, notices etc. in public domains ○ More local community initiatives that create opportunities for speaking and sharing the language ○ Overall increase in number of Pacific language speakers

Te Tiriti o Waitangi and the Pacific Languages Strategy

E kore au e ngaro; te kākano i ruia mai i Rangiatea

I shall never be lost; the seed which was sown from Rangiateaⁱⁱ

The whakapapa, spiritual, cultural and geographical ties between Māori and Pacific peoples and Te Tiriti o Waitangi as the constitutional point of connection are like the double-hulled vaka, synonymous with Pacific voyaging. Drawing on the strength of these connections helps navigate the waters ahead.

Pacific peoples have a unique relationship with tangata whenua

Māori are tangata whenua in Aotearoa with roots extending deep through Oceania. Māori and Pacific peoples have shared histories as navigators, explorers and innovators who traversed te Moana-nui-ā-Kiwa in search of new lands. Over thousands of years, they migrated from Hawaiki-nui, Hawaiki-roa and Hawaiki-pāmamaoⁱⁱⁱ. Māori and Pacific communities are united as tangata o te Moana-nui-ō-Kiwa. Their customs, values, beliefs and languages point to paths that have crossed many times.

The whakapapa (tuakana-teina) relationship helps to illustrate our shared ancestry, what binds us, rather than what separates us, both in the communities we live in and beyond. These historical ties are now being strengthened further with the growing number of Pacific peoples with whakapapa to the iwi ō Aotearoa^{iv}.

Honouring the intentions of Te Tiriti and supporting Pacific communities

This strategy, and the voices contained within, honour Te Tiriti and acknowledge the legacy of colonisation in Aotearoa, including structural racism and the way this has impacted the use and vitality of te reo Māori and other indigenous languages of the Pacific. Colonisation has perpetuated the notion that English is the language of success and prosperity. In this context, indigenous and heritage languages are often not used or passed on because society does not value them. This has resulted in ongoing language trauma for many younger Māori and Pacific peoples.

Te Tiriti provides a framework for addressing such injustices against Māori communities and moving towards healing in powerfully mobilising and practical ways. The harm experienced by Māori communities reverberates through our Pacific communities but so too do the benefits of addressing it. A *logo tai ua logo uta* also speaks to a sense of responsibility to others. It is about our collective responsibility to manaaki^v or to nurture one another. Thus, the language revitalisation efforts in this Strategy are designed to manaaki, to learn from, support and uplift the ongoing language revitalisation journey of tangata whenua and te reo Māori.

The history of Pacific Languages in Aotearoa

Kua tupu, kua aka. Kua toro te papa I Aviki (te reo Māori Kuki 'Āirani)

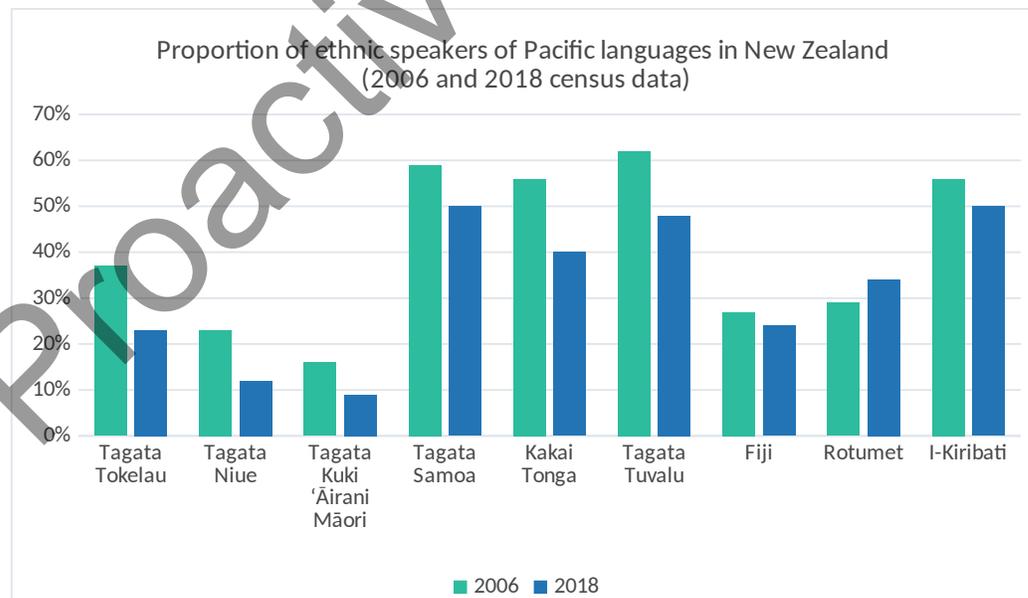
It has sprouted, taken root, and the foundation of 'Avaiki has spread^{vi}

Pacific communities have been at the forefront of language preservation since the initial waves of migration to Aotearoa New Zealand. Through their efforts, we have seen the establishment of Pacific language nests and learning opportunities in schools, radio networks, written media, Pacific arts and cultural festivals and education organisations throughout Aotearoa New Zealand. We also see languages shared and celebrated in the cultural practices of churches through White Sunday and Fakame and through the arts with master weavers, tivaevae and tapa cloth making and traditional fishing practices and canoe building. The advances in teaching, learning, and promoting Pacific languages and cultures is a direct result of the strong support from Pacific communities.

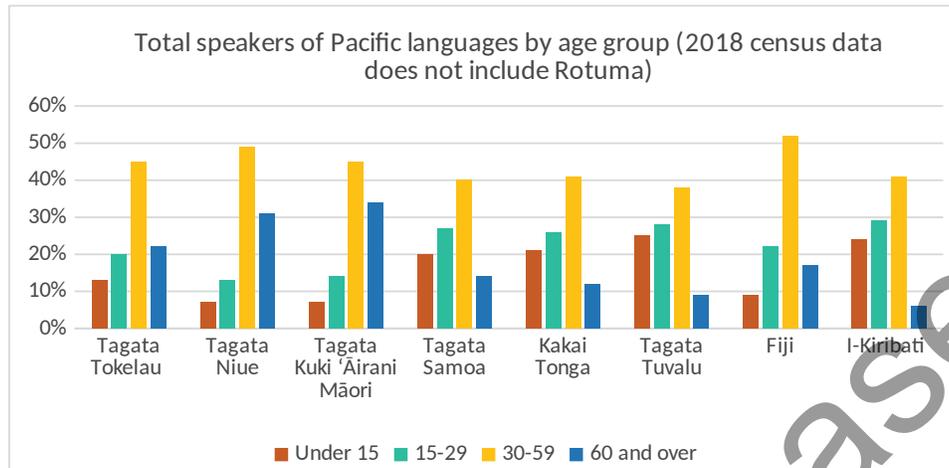
Pacific languages have come under increasing pressure from the effects of public monolingualism in Aotearoa, and English is becoming more prominent in spaces that have been bastions of Pacific language maintenance, such as in homes and churches. While the use of Pacific languages in Aotearoa New Zealand has continued, this has often been confined to these private domains. The limited value-perception of Pacific languages outside of these domains has contributed to a decline in the number of Pacific language speakers across generations and across almost all languages. This decline carries with it a loss of Pacific knowledges, histories, and genealogical connections.

The United Nations Education, Scientific and Cultural Organisation (UNESCO) has classified several Pacific languages including te gagana Tokelau, vagahau Niue, te reo Māori Kuki 'Āirani and te gana Tuvalu, as vulnerable or endangered. This means the language is generally only spoken by parents or grandparents, or by children but only in their home. Many of these populations are New Zealand-born, which correlates with language loss across all Pacific groups. Annex 1 provides additional detail on the broader criteria behind these UNESCO classifications.

Over the last 15 years, there has been a significant reduction in the proportion of ethnic speakers of Pacific languages, with lea faka Tonga experiencing the largest drop.^{vii}



When we break down current Pacific language speakers by age group, the statistics are concerning, with some groups having as few as 7% of those under the age of 15 able to speak the language.



The average rate of Under 15s who speak their heritage language across all these Pacific groups is concerningly low at 16%. The alarming lack of next generation speakers signals a radical need for innovative ways to grow critical awareness around the cultural, social and economic value of Pacific languages. For this to happen, we need coordinated, cross-sector planning and policy with the right support structures for revitalisation and retention.

Barriers to language use and maintenance

During our engagements, Pacific communities highlighted the following barriers that have contributed to the decline of Pacific language retention and use across Aotearoa:

- Low perceived value of Pacific languages
- Lack of formal educational options in Pacific languages
- Prioritisation of English
- Lack of shared and communal spaces to use and learn languages
- The perception of English as the language of success
- Lower rates of intergenerational transmission
- Community efforts are often reactive, rather than proactive
- Low quality or inaccessible language resources
- Difficulties connecting younger generations with community elders
- Fatigue and exhaustion when trying to maintain languages with little support
- Challenges engaging and supporting young people to lead in language teaching and learning
- Perceived complex language dynamics (i.e. multiple dialects)

The significance of education for Pacific language revitalisation

Education has always played a leading role in the migration story of tagata o te Moana-nui-ā-Kiwa and it is no different when it comes to language revitalisation. While there are many incredible teachers and leaders who champion Pacific languages in places of learning, the education system at large has

often spread both implicit and explicit messages that Pacific languages are not valued or valuable. Despite this, Pacific communities continue to believe in the potential for education to make a significant contribution to thriving Pacific languages.

The growing success of kōhanga Reo, kura kaupapa Māori and Wānanga is testament to the positive impact quality bilingual and immersion education opportunities can have on children and young people's experiences and achievements in education. This continues to inspire communities to drive the establishment of language nests, immersion early learning options, bilingual and immersion units and Pacific language NCEA subjects. Quality bilingual and immersion education and recognising and valuing Pacific languages in English-medium settings will advance educational equity and contribute to a prospering Aotearoa.

Annex 2 shows the number and trends for students learning Pacific languages and learning in Pacific languages since 2000.

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Our responsibilities and relationships with Pacific communities

Solesolevaki sa itakele ni duavata (vosa Vakaviti)

Solidarity is the cornerstone of unity – unity is firmly established when people work together to achieve common goals.

Aotearoa New Zealand is a Pacific nation and has an important role to play in supporting Pacific languages. This stems from a widely acknowledged special and historical relationship between Aotearoa and the nations of Te Moana-nui-ā-Kiwa. This Strategy supports nine indigenous Pacific languages that meet certain criteria outlined in Annex 4. These include indigenous languages of:

- **Tokelau, Niue, Cook Islands (Indigenous languages of the Realm of New Zealand):**

Through the constitutional status of Tokelau, Niue and the Cook Islands, their languages are Indigenous within the Realm of New Zealand.^{viii} In all three instances, the island populations retain New Zealand citizenship with full rights of access to New Zealand.

Indigenous Realm languages are protected by the United Nations Declaration of the Rights of Indigenous Peoples (2010). This guarantees the right to revitalise, use, develop and transmit to future generations their histories, languages, oral traditions, philosophies, writing systems and literatures (Article 13).

The populations of these groups in New Zealand significantly outnumber the populations in their home countries and this is also true for numbers of speakers of their languages. There are nearly six times the number of Tagata Tokelau in New Zealand than in Tokelau, nearly 18 times the number of Tagata Niue, and more than four times the number of Tangata Kūki 'Āirani Māori.

The education systems in Tokelau, Niue and the Cook Islands all use some level of their home language, however there is a significant proportion of instruction provided in English from a reasonably young age. Data on the number of speakers in the home islands is limited but what is available suggests the proportion of speakers is declining, although at a slower rate than amongst the New Zealand diasporas. Niue and the Cook Islands both have Language Commissions, which provide an opportunity to work together to identify ways to strengthen and align efforts for urgent language revitalisation.

- **Samoa and Tonga:**

Samoa has a unique historical relationship with New Zealand. It is the only nation that New Zealand has a Treaty of Friendship with which came into force when Samoa became the first Pacific nation to secure their independence from foreign powers in 1962. The Treaty of Friendship between Samoa and New Zealand is about a commitment to partnership, friendship and a mutual endeavour to obtain for Tagata Samoa fuller opportunities for social progress. Language is critical in achieving this.

There is a unique and historical relationship between Aotearoa New Zealand and Tonga. Much like Tagata Samoa, Kakai Tonga^{ix} make up a significant proportion of the Pacific population in Aotearoa New Zealand - and both have close to 50 percent of their overall populations residing in Aotearoa New Zealand.

Gagana Samoa and lea faka Tonga are the first languages for the majority of the populations in Samoa and Tonga, respectively. Of all the nine languages supported in this Strategy, these groups have the strongest 'home-base' for their languages. Whilst data is scarce, it is likely that there are more similar numbers of speakers in the home nations relative to the diaspora.

However this cannot be taken for granted given the pressure on island nations to conform to Western development models that are associated with English as a socioeconomically privileged language. In Samoa, the preference for English as the medium of instruction before the end of Primary school compromised opportunities for young people to master gagana Samoa before introducing English, resulting in low quality language learning. Similarly, the growing prevalence of families pushing for children to learn in English in Tonga because of its status as an international language is compromising the status, value and proficiency of lea faka Tonga in the home island.^x

- **Tuvalu, Rotuma, Fiji, Kiribati:**

The other nations whose indigenous languages are supported in the Strategy also have some form of historical relationship with Aotearoa, although in some cases it is less formal or more recently developed. Tuvalu has a Statement of Partnership with New Zealand which outlines key areas for cooperation^{xi} and Rotuma as a Fijian dependency does not have a formal relationship with New Zealand, however there is growing cooperation with and visibility of Rotumet in New Zealand.

Fiji was a colony under British protection until 1970. Fiji and New Zealand have had a long history of strong ties that include heritage, sport, business, security, parliamentary support, climate change and COVID-19. It also has links to two-way trade with Aotearoa and development cooperation in tourism, military defence, health, and education. The Fiji 4-Year Plan supported by New Zealand's Ministry of Foreign Affairs and Trade also outlines this strong kinship developed over decades.

In the context of the Pacific Reset, New Zealand has scaled up its development cooperation with Kiribati. This includes a four-year plan to support a healthy, educated and resilient I-Kiribati population.^{xii}

Since Tuvalu became a separate political entity in the mid-1970s competency in English has become increasingly important. The ability to speak English is seen as important for foreign communications and is often used in business and Governmental settings^{xiii}. Whilst both English and gana Tuvalu are offered in school, English is generally the language of instruction from year 4 upwards^{xiv}. Whilst Tuvalu is home to more speakers of gana Tuvalu than in the diaspora, the threat of climate change and forced migration could shift this to the diaspora.

Although the largest hub of vosa Vakaviti is in Fiji, English has become the dominant language. This is despite the Constitution awarding equal status to languages of "i-Taukei, Rotuman, descendants of labourers from British India (Fijian Indians) and Pacific Islanders and settlers as well as migrants" (Constitution of the Republic of Fiji, 2013, p.1). There is concern that without an evolving written literature iTaukei will soon be endangered. The schooling system in both Fiji and the islands of Rotuma operate predominantly in English and current Government policies further restrict the use of iTaukei and fāeag Rotum in certain domains, such as in Parliament.

Te taetae ni Kiribati and English are both official languages, although English is most used in the capital of Tarawa. In 2010 there was close to 95,000 people aged 3 and over in Kiribati and more than 90% of them could read and write te taetae ni Kiribati. Schooling begins in the home language, but the Language of Instruction policy specifies the requirement to move to

English in year 3. Much like Tuvalu, while the critical mass of speakers exists in the home islands, the threat of climate change could shift this to the diaspora.

Protecting indigenous languages is a human right

Under international law (Article 27 of the International Covenant on Civil and Political Rights) and Section 20 of the New Zealand Bill of Rights Act, New Zealand has a responsibility towards Pacific peoples and their languages as the rights of minority groups. It outlines that those who belong to a minority group in Aotearoa New Zealand shall not be denied the right to use their language.

Articles 29 and 30 of the United Nations Convention on the Rights of the Child emphasises the importance of a child's cultural development as important to wellbeing. These articles affirm that children should be free to use their own language and that the education of all children be respectful to the cultural identity, language and values of a child and their family. Articles 2 and 3 state that the best interests of children should be paramount in all matters and that they should live free from discrimination, including based on language, among other things.

Promoting indigenous languages in the context of climate change

Climate change is one of the single greatest threats to the livelihoods, security and wellbeing of the peoples of the Pacific. Climate change-related hazards will impact Pacific peoples' heritage, culture, language, ancestral connections to land and their security. Most imminently, low lying atolls like Tokelau and Tuvalu face habitability risks if collective action fails to prevent catastrophic climate change.

In this context, we must work hard to meet our responsibilities here in Aotearoa, not just to address the causes of the climate crisis, but to protect and promote Pacific languages, cultures and practices. Whilst it is our hope that Pacific homelands continue to thrive, it is important that Aotearoa, as a Pacific nation, and home to an ever-increasing population of Pacific peoples, is a place where Pacific languages and cultures are protected, promoted and prospering.

A Strategy to take us into the future

Ka uka ma mea, ti uku aki e ulu (vagahau Niue)

If it is difficult, go headfirst – when something is challenging, make a start because making small steps forward is better than standing still

In 2018, following extensive engagements with over 2,500 Pacific peoples and communities across Aotearoa New Zealand, the Ministry for Pacific Peoples launched *Lalanga Fou*, which sets out the vision and journey ahead for Pacific people in Aotearoa New Zealand. The first goal of *Lalanga Fou* is to see thriving Pacific languages, cultures, and identities that are valued and recognised as assets in Aotearoa New Zealand. Achieving this goal will contribute strongly to the other goals of *Lalanga Fou* – prosperous Pacific communities, resilient and healthy Pacific peoples and confident, thriving and resilient Pacific young people.



This Strategy takes a strengths-based, holistic approach to Pacific languages as a cornerstone of Pacific wellbeing. While the focus is specifically on language, this Strategy recognises the indelible links between language, culture, and identity, and aims to amplify and enhance Pacific languages, in recognition of the critical role that languages play in supporting Pacific wellbeing. In other words, while not explicitly stated in the title, this Strategy is a strategy for Pacific languages, cultures and identities.

The Pacific Languages Strategy

Much like our ancestors, this Strategy takes a considered and deliberate approach to working the *kupega* (fishing net) of Pacific language action across Pacific communities, Government and non-Government sectors. A clear vision and plan for action will support strong collaboration and communication amongst different stakeholders. This offers the best approach to moving towards thriving languages, thriving communities and a prosperous Aotearoa.

Pacific Languages Strategy 10-year vision

Thriving Pacific languages build a prosperous Aotearoa

Three key actions for increasing Pacific language use in Aotearoa

Recognise the value of Pacific languages across Aotearoa	Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Create environments for Pacific languages to be used more often, and in more spaces
<p>In Aotearoa, prioritising English, often at the expense of your heritage language is seen as a prerequisite to success. This has influenced the language dynamics of Pacific communities and contributed to overall language loss.</p> <p>For Pacific languages to thrive, we need to shift the perspectives of both Pacific <i>and</i> non-Pacific peoples in Aotearoa to see the value that thriving Pacific languages offers for wellbeing and success.</p> <p>This requires steps to build understanding about the benefits of Pacific multilingualism for health, education and wellbeing and about creating the environments where the languages are heard, spoken, understood and appreciated.</p>	<p>Because of the rate of language loss, it is critical that as the value of Pacific languages is raised and more people consider learning or furthering their learning of a Pacific language that there are opportunities to do so, no matter what stage of language ability one is at.</p> <p>Language can be learnt and developed in formal education settings, community settings, through intergenerational transmission and through a combination of all of these.</p> <p>Strengthening pathways for learning Pacific languages and learning in Pacific languages must involve investment in all these spaces and build quality and accessible language resources to enhance language learning.</p>	<p>Pacific people regularly receive explicit and implicit messages that their languages are not useful or valued outside of their homes and churches. It is not simply a matter of building understanding of the value of Pacific languages, we must take action to create opportunities for Pacific languages to be used more often and in more spaces.</p> <p>This includes seeing, hearing and speaking Pacific languages more often in education settings, workplaces, sports teams, community spaces, Government agencies and services and media, creative arts and broadcasting. This will help to raise and reinforce the value of Pacific languages across Aotearoa.</p>

Three guiding principles for any future actions and investment	
Te Tiriti o Waitangi	<p>In the implementation of the Strategy, the planning, governance and ongoing research and development will involve partnership with Māori agencies and leaders to ensure we are learning from, respecting and uplifting the journey of te reo Māori revitalisation.</p> <p>Article two of Te Tiriti promises the protection of taonga, specifically te reo Māori. As a tau iwi partner to the Treaty, this provides a template for the future protection of Pacific languages. Article three of Te Tiriti (Oritetanga) focuses on equity for tangata whenua and tau iwi. If socio-economic disparities persist, this provision has not been fulfilled.</p> <p>Investing in Pacific languages is key to protecting them as a taonga of Aotearoa and to supporting the wellbeing, health, success and equitable experiences of Pacific peoples as citizens of Aotearoa. This work honours the intentions of Te Tiriti.</p>
Collaboration	Pacific languages must be supported from a systems level right through to our families and communities. A consistent and coherent Government wide support to increase the numbers, use and value of Pacific language speakers is critical and timely.
Evidence	Our approach will ensure all decisions to support Pacific languages and associated funding, initiatives and activities will be informed and driven by research, data, and best practice. This includes an in-depth understanding of the components of language revitalisation: <i>status, critical awareness, acquisition, corpus and use</i> ^{xv,xvi} . (See Annex 3)

A tailored approach to different languages		
<p>The nine indigenous Pacific languages supported by this Strategy are diverse with different needs, strengths, and challenges. While guided by a broad vision and actions, the Strategy will take a tailored approach to each community's language.</p> <p>To support this, the languages have been grouped into the three categories below. The categorisation is based on the current state of the language, the demographics of the population and their relationship to Aotearoa. Further detail on the categorisation process is included in Annex 4.</p>		
Urgent revitalisation	Strengthening transmission & maintenance	Support Community-led action for language revitalisation & maintenance
<p><i>te gagana Tokelāu</i> <i>vagahau Niue</i> <i>te reo Māori Kuki 'Āirani</i>^{xvii}</p>	<p><i>gagana Samoa</i> <i>lea Faka-Tonga</i></p>	<p><i>te gana Tuvalu</i> <i>fāeag Rotūam</i> <i>vosa Vakaviti</i> <i>te taetae ni Kiribati</i></p>
<p>This group is characterised by high levels of endangerment, low numbers of speakers, low intergenerational transfer, and strong constitutional ties to Aotearoa New Zealand. New Zealand is also home to the largest populations in the world for this group. This group is a high priority for revitalisation efforts.</p>	<p>This group is characterised by their large populations and relatively high number of speakers but also the sharp decline of total speakers and intergenerational transfer rates. This group is a high priority for retention and maintenance efforts.</p>	<p>This group is characterised by smaller, emerging populations of language speakers with some degree of formal relationship with Aotearoa New Zealand. There are smaller numbers who are New Zealand-born and varying levels of endangerment.</p>

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Action Plans

Pacific Languages Government Action Plan

Pacific communities are the leaders, owners and drivers of their languages; however, the New Zealand Government and key Government agencies have an important role to play in creating the conditions for Pacific languages to thrive. Much like the journey of te reo Māori language revitalisation, the successes and efforts of Pacific communities to protect their languages have continued *despite* the lack of Government support. This Strategy seeks to address this by weaving reciprocity into our approach to work together. The Community Action Plans, developed collaboratively with communities will form the foundation and starting point for the Pacific Languages Government Action Plan.

The Strategy lays out the overall strategic direction and key areas for action, but an annually updated Government Action Plan will articulate the specific investment and actions that the Government will take to support the Strategy. This will be led by the Ministry of Pacific Peoples in partnership with other Government agencies.

The Pacific Languages Government Action Plan will focus on the domains of Government, Education, Media and Broadcasting and International Relations. In most of these domains, there is a lead government agency and a government minister that is responsible for decisions regarding investment and support in that area. Whilst the Action Plan is focused on the actions of Government (macro language planning), language planning initiatives will extend beyond formal Government domains such as education and broadcasting to non-Government domains such as family homes and communities (micro language planning). The specific decisions, policies and levers that can be used in the Government domains are outlined below.

Education		Government	
 <ul style="list-style-type: none"> • Formal qualifications, like NCEA • Te Whāriki and New Zealand Curriculum • Language teaching capability and capacity • Pacific bilingual and immersion education pathways • Funding and resourcing for language learning • Adult and community education • Traditional oral histories and cultures • Indigenous methodologies 	 <ul style="list-style-type: none"> • Legislation and regulation • Funding and resourcing (including for community initiatives) • Investment in languages data and research • Local government strategy and resourcing • Awareness raising (amongst Pacific and non-Pacific communities) • All-of-Government culture and workforce 		
Media, Creative Arts and Broadcasting		International Relations	
 <ul style="list-style-type: none"> • Ring-fenced Pacific funding • Pacific-focused programming • Pacific language programmes • Consistent Pacific language use • Communications and campaigns 	 <ul style="list-style-type: none"> • Relationships with Pacific nations • Sharing resources • Collaboration and mutual learning • Foreign Aid 		

Pacific Languages Community Action Plans

Pacific communities must determine what success and thriving Pacific languages looks like for them. A key element of this Strategy is that the space for Pacific families and communities to lead language revitalisation is respected and supported. They will know what kinds of behaviours and actions will make a meaningful difference for their families and communities. The Government has a role to play in working reciprocally with communities, supporting their efforts and recognising their agency.

To support this to happen, the Ministry for Pacific Peoples will work with ethnic-specific communities to develop Community Action Plans. These will articulate the opportunities and actions that communities wish to pursue to support their languages to thrive. These will inform the broader Pacific Languages Government Action Plan and help to distinguish how to balance the responsibilities of communities from those of Government and other key stakeholders.

These Community Action Plans will focus on the domains of home and families, churches, communities, workplaces and business, public spaces, the non-Government, charity sector and the digital/technology space. The decisions, policies and levers that can be used in these domains are outlined below.

Homes and families		Churches	
	<ul style="list-style-type: none"> Decisions on language use, including passing on language/s Decisions about learning language/s or learning in the language/s Passing on family genealogy knowledge 		<ul style="list-style-type: none"> Languages used in services / activities Language classes and seminars Fostering language use in young children and youth Guidance and information sharing on language issues Development and use of language resources
Communities		Workplaces and businesses	
	<ul style="list-style-type: none"> Community events Pacific celebrations Recreational and social activities Collaborations with education settings, galleries, museums, work places 		<ul style="list-style-type: none"> Workplace policies on language use and translation Recognition of employee language competencies Signage and communications
Public Spaces		Non-Govt and Charity sector	
	<ul style="list-style-type: none"> Publicly visible language e.g., Signage and displays Awareness campaigns / messaging Public events Exhibitions and experiences hosted by art galleries, museums etc. 		<ul style="list-style-type: none"> Influencing Government policy Advocacy Providing direct support to families and communities Supporting and promoting citizen participation
Digital / Technology			
	<ul style="list-style-type: none"> Language use in communications (emails, chat functions, sharing updates, videos, key public information from Government agencies) Language use on interface (navigation menus, advertising, notifications etc) Availability of language support through search engines (e.g. accessing online dictionaries) Language technology (e.g. speech recognition, machine translation, grammatical analysis) Availability of digital language resources 		

Achieving change through action

Aloalo tou vaka, alo tonu ki mua. Sa kilo ki peau io u tafa (gana Tuvalu)

Paddle your vaka looking straight ahead and pay no attention to the waves around you.

This proverb from Gana Tuvalu reminds us to focus on our goals without getting distracted by the many things life throws at us. These three key actions are designed to create a clear focus moving forward. There are many ways we can support Pacific languages but to be effective, we need to be working towards similar goals in a coordinated and focused way.



Key Action 1: Recognise the value of Pacific languages across Aotearoa

Tautuanā ne'i vale tuulima le tofi (gagana Samoa)

Behold your inheritance, your rights, and responsibilities lest they be lost. The Samoan language is a tofi (gift) from God, and the plea is that this language be maintained and passed on to future generations.

Consultation with Pacific communities confirmed raising the value of Pacific languages as the most vital ingredient to language retention and revitalisation. Both Pacific communities and non-Pacific communities must value Pacific languages for them to thrive across Aotearoa.

This requires:

- everybody in Aotearoa understanding the significance of thriving Pacific languages for the health, wellbeing and success of Pacific communities and how this contributes to the collective prosperity of Aotearoa;
- multilingualism in Pacific languages being seen as an asset to be fostered and supported, particularly in education and employment; and
- official legislative recognition of the significance of Pacific languages in Aotearoa.

The Government and communities are already working to achieve this by:^{xviii}



Increasing investment in Pacific Languages Weeks to celebrate and promote Pacific languages across Aotearoa [MPP]



Making vagahau Niue and gagana Tokelau recognised / accredited subjects in the National Certificate of Educational Achievement [MOE]

To help achieve this action we will explore the potential to:^{xix}



s9(2)(f)(iv)



Develop legislation to establish a Pacific Languages Commission and give official community status to Pacific languages [MPP]



Develop a comprehensive communication campaign to raise awareness and promote the value of Pacific languages and the benefits of multilingualism [MPP]



Work with Pacific nations to identify opportunities for promoting the benefits of bilingualism

How we will know we're making progress...

- Increased numbers of Pacific and non-Pacific New Zealanders understand and value multilingualism and biliteracy in Pacific languages
- Increased numbers of Pacific and non-Pacific New Zealanders understand, value and access Pacific bilingual and immersion education pathways
- Increased awareness of the significance of Indigenous Pacific Realm languages in Aotearoa
- The return on investment in Pacific languages is better understood by Government
- The value of Pacific languages is recognised in legislation and Government commitments
- Pacific language competencies are valued and recognised in education and employment

- More Aotearoa New Zealand-specific research on the benefits of Pacific languages is available and easily accessible

Key Action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages

Pukepuke 'a fufula (lea faka Tonga)

Holding fast to a big, fat pig. This proverb refers to reaching a goal through determination – we must use every ounce of energy to hold onto our language and seek out opportunities to learn and share so the language is not lost.

As we work to raise the value of Pacific languages across Aotearoa, this must be supported by proactive investment and planning to grow opportunities and pathways for learning, and for learning in, Pacific languages. As the value of Pacific languages is raised there is likely to be growing demand for accessible ways to grow one's language competencies in formal education, community spaces and homes. Fortunately, there are many innovative examples of language learning in school, community and home settings that can be built on rather than reinvented.

This requires:

- planning for quality pathways for language learning in education and community settings so people are supported to progress and continue learning;
- Proactive, phased planning for quality bilingual and immersion education pathways to embrace Pacific learners' languages and cultures and promote educational equity; and
- responding to the demand for more high-quality resources to support knowledge, skills and proficiency in Pacific languages.

The Government and communities are already working to achieve this by:



Providing funding for Pacific bilingual and immersion units in schooling from 2022 [MOE]



Introduce a managed network approach to ensure high quality, diverse and sustainable early learning provision [MOE]



Community partnerships with local schools and universities to offer accredited language learning in community settings for secondary school students [community with support from MPP]



Investment in the Pasifika Education Centre to be able to provide free online Pacific languages classes [MPP]

Prioritising funding Adult and Community Education courses that focus on supporting Pacific (especially Realm) language maintenance and acquisition [TEC, MoE]

To help achieve this action we will explore the potential to:



Design contextually relevant Master-Apprentice Language Learning Programmes, which pairs elder speakers with language learners [MPP]



Build stronger relationships with the language commissions in Pacific nations and explore the possibility of shared resource creation and use, where appropriate [MPP & MFAT in consultation with MOE, where relevant]



Targeted assistance for people to train and register as Pacific language teachers by providing support to meet current English language requirements workforce [MOE]

Grow accredited language learning pathways in Tertiary education to build proficiency for careers in education, translation, interpretation and other relevant fields [MOE/TEC]

How we will know we're making progress...

- Increased number of high-quality formal and informal language classes for all levels
- Clearly established formal pathways for language learning in the education system are increasingly available
- Increased number of Pacific bilingual/immersion education options in early learning and schooling
- More options to train as a teacher in a Pacific-language focused programme
- Increased number of teachers that are fluent in one or more Pacific languages, specifically in bilingual and immersion early learning services and schools
- More people report being able to access quality Pacific language resources in education settings, in the home, in communities and online
- More learners and families able to access quality Pacific language in education resources
- Increased number of people learning Pacific languages, including learners in formal education system
- Increased number of people learning in Pacific languages, including learners in formal education system
- Increased language learning community initiatives, including those with qualification and employment pathways
- Overall increase in rates of intergenerational language transmission.

Key Action 3: Create environments for Pacific languages to be used more often, and in more spaces

A'māūr'ākia mā putua 'ou fāeag ta 'e 'ou fātu la se mao (fāeag Rotuam)

Reviving and nurturing your language from your heart so it lives and breathes everywhere you go.

Pacific languages can be valued and thriving in homes and churches across Aotearoa, however if they are not also valued and used in more spaces, more often we will continue to see even the domains of home and church under threat. Our approach to Pacific languages must support the use of languages in the home and the community as well as all other domains outlined previously – Government, international relations, education, media and broadcasting, churches, public spaces and workplaces.

This requires:

- making Pacific languages visible in the *linguistic landscape* (language we see in everyday places – signs / notices / labels / advertisements);
- identifying ways to make Pacific languages more visible, valued and used in settings where English is the dominant language, particularly workplaces and education settings;
- supporting families to pass on the languages in their homes;
- supporting, valuing and investing in quality Pacific language broadcasting; and
- ensuring translation and interpretation services are accessible and reliable.

The Government and communities are already working to achieve this by:



Translating COVID19 messages into Pacific languages to ensure Pacific communities are healthy, protected and informed in the global pandemic [MPP]



Implementing Ngā Reo o Tāmaki Makarau (Auckland Languages Strategy) that seeks to maintain and strengthen Pacific languages [COMET]



Investing in Pacific language broadcasting – Pacific Media Network [MCH]



Providing Professional Learning and Development for teachers in early learning and schooling to incorporate Pacific identities, languages and cultures into the classroom through Tapasā (cultural competencies framework for teachers of Pacific learners) [MOE]

To help achieve this action we will explore the potential to:



Increase the number of gagana Samoa and lea faka Tonga bilingual and immersion early learning services and units in schools to support use of the languages in education [MOE]



Produce guidance of expectations for translation of important material into Pacific languages across the public sector [MPP]



Invest in Pacific language content in mainstream broadcasting [MCH]



Increase the amount of community-generated online-content focused on language learning and language use [community with support from MPP]

How we will know we're making progress...

- Increased Pacific language use in traditional and social media programming.
- More Pacific people, including young people, report feeling comfortable speaking Pacific languages in education settings / on sports teams / at social gatherings and events
- More Government agencies consistently translate key information into the Realm languages, Gagana Samoa and Lea Faka-Tonga
- More people report being able to access important public information in Pacific languages
- Stronger presence of Pacific languages in signage, labels, notices etc. in public domains
- More local community initiatives that create opportunities for speaking and sharing the language
- Overall increase in number of Pacific language speakers

Pacific community language profiles

Ara taetae bon kinakira (te taetae ni Kiribati)

Our language, our identity

These community language profiles provide further context on the current state, barriers and opportunities for each language group in the Strategy. The profiles have been developed from a series of engagements with key language champions and community groups and will be a helpful starting point for the development of the Pacific Languages Community Action Plans.

Language Group 1 - Urgent revitalisation

Te Gagana Tokelau

"Language strengthens our link to our ancestral lands and traditional ways. Enriches our cultural experience as well as our connection to our elders and ancestors passed"

Tokelau remains a dependent territory of Aotearoa New Zealand. Tagata Tokelau (people of Tokelau heritage) are New Zealand citizens, with 85% of the population living here in Aotearoa New Zealand. The future of te Gagana Tokelau therefore hinges on how well it is revitalised and maintained in Aotearoa New Zealand.

According to UNESCO, the language is classified as *severely endangered*. There are few opportunities to learn the language in the community or through formal education in Aotearoa New Zealand, however Gagana Tokelau has recently been approved as a new NCEA accredited subject.

- 23% of the 8,767 Tagata Tokelau in Aotearoa New Zealand speak the language.
- This has dropped by 14% since 2006.
- 13% of those under the age of 15 speak the language.
- 79% are born in Aotearoa New Zealand and 65% identify with multiple ethnicities.
- 85% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, Tagata Tokelau shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Gagana Tokelau Community Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none"> • Build an understanding of the benefits of being bilingual (English and gagana Tokelau) • Change mindsets about the significance of Gagana Tokelau in education – make sure it is a priority • Legislation to give some form of official status to realm languages. 	<ul style="list-style-type: none"> • Develop opportunities for elders to work in early childhood settings as language experts • Language classes at all levels of the education system and opportunities to learn at home or in the community through virtual classes • Grow and support the number of Gagana Tokelau language teachers 	<ul style="list-style-type: none"> • Locate or build a community base for Tagata Tokelau to connect and speak their language together • More Gagana Tokelau content in mainstream media

Vagahau Niue

"Our vagahau is of the utmost paramount importance to our identity, cultural values, history and future survival as a 'living' culture"

Niue is a self-governing nation that is part of the Realm of Aotearoa New Zealand. Its citizens are New Zealand citizens, with 95% of Tagata Niue living here in Aotearoa New Zealand.

UNESCO has classified Vagahau Niue as *definitely endangered* - and of all the Pacific languages, Vagahau Niue has some of the lowest rates of language retention for those under 15. There are very few options to learn the language formally or in community settings in Aotearoa New Zealand, however Vagahau Niue has recently been approved as a new NCEA accredited subject.

- 12% of the 30,867 Tagata Niue in Aotearoa New Zealand speak the language.
- This has dropped by 11% since 2006.
- 7% of those under the age of 15 speak the language.
- 83% are born in Aotearoa New Zealand and 71% identify with multiple ethnicities.
- 95% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, Tagata Niue shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Vagahau Niue Community Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none">• Address language trauma resulting from colonisation and the lack of value on Vagahau Niue• Develop programmes that educate Tagata Niue on the benefits of learning, speaking and passing on the language (for those who don't see the value or have it as a priority)• Legislation to give some form of official status to realm languages.	<ul style="list-style-type: none">• Source additional funding for community language classes• Build on existing resources and develop new digital and print resources targeting young people• Greater awareness of how to access bilingual education, how to initiate setting up a service/unit, funding models etc• Offer exchange programmes for young people to Niue• Explore models for language mentoring in communities and for teachers	<ul style="list-style-type: none">• Increase the number of translators and the pathways to become an accredited translator• Raise the profile of Vagahau Niue in media and digital content

Te Reo Māori Kuki 'Āirani

"Language is the cornerstone of our culture's survival. It is embedded in our songs, prayers, food, myths, beliefs, customs, and medicinal knowledge"

The Cook Islands are a self-governing nation that is part of the Realm of Aotearoa New Zealand. Its citizens are New Zealand citizens, with 82% of Tangata Kuki 'Āirani Māori living here in Aotearoa New Zealand. Tourism rates between Aotearoa New Zealand and the Cook Islands are high - making the use of English on the main island of Rarotonga very common.

According to UNESCO, the language is classified as *vulnerable*. There are very few opportunities to learn the language in the community or through formal education in Aotearoa New Zealand.

- 9% of the 80,532 Tangata Kuki 'Āirani Māori in Aotearoa New Zealand speak the language.
- This number has dropped by 7% since 2006.
- 7% of those under the age of 15 speak the language.
- 83% are born in Aotearoa New Zealand and 57% identify with multiple ethnicities.
- 82% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, Tangata Kuki 'Āirani Māori communities shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Te Reo Māori Kuki 'Āirani Community Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none"> • Share key messages on how language can open employment opportunities • Regular and persistent promotion of the language across the year • Raise awareness of declining speakers to show the potential loss. • Legislation to give some form of official status to realm languages. 	<ul style="list-style-type: none"> • Create language learning opportunities that combine elements of identity and culture and target young people • Utilise models which bring together elders/grandparents with younger generation to mentor them in the language • Develop context-specific resources that explore languages and cultures and the different dialects and groups across the Cook Islands • Build bilingual education pathways in early learning and schooling • Invest in language teachers (in community and education) 	<ul style="list-style-type: none"> • Translate more key public information into te reo Māori Kuki 'Āirani • Create more opportunities to bring Tangata Kuki 'Āirani Māori together to speak the language

Language Group 2 - Strengthen maintenance and transmission

Gagana Samoa

“As the proverb goes, E te iloa le tagata i lana gagana, you know a person, through their languages”

Samoa became independent in 1962, the first Pacific Island nation to gain independence from foreign powers. Samoa and New Zealand share a special relationship that is reflected through the Treaty of Friendship 1962. Tagata Samoa are one of the fastest growing populations in Aotearoa New Zealand, representing the largest population of Pacific people in Aotearoa New Zealand (47.9% at the 2018 census, an increase of 26.8%). There are more Tagata Samoa living in the diaspora than in Samoa, and the future of Gagana Samoa depends on how well it is maintained in Aotearoa New Zealand.

While Gagana Samoa is the third most spoken language in Aotearoa New Zealand, following English and te reo Māori, its use is declining rapidly.

- 50% of the 182,721 Tagata Samoa in Aotearoa New Zealand speak the language.
- This has dropped by 9% reduction since 2006.
- 44% of Tagata Samoa born in Aotearoa New Zealand speak the language.
- 53% of Tagata Samoa born in Samoa speak the language, a decline of 37% since 2006.

- 20% of those under the age of 15 speak the language, a decline of 5% since 2006.
- 67% are born in Aotearoa New Zealand and 42% identify with multiple ethnicities.
- 48% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, Tagata Samoa shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Gagana Samoa Community Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none"> • Find ways to make sure gagana Samoa is respected for its wider social, economic, cultural and cognitive value • Legislation for gagana Samoa as an official community language • Share stories of successful people who speak gagana Samoa • Raise awareness of declining number of speakers 	<ul style="list-style-type: none"> • Create specific pathways for Tagata Samoa teacher workforce and have scholarships for them • Have a steady stream of quality resources such as the Pasifika Dual Language books • Connect with Samoa to find accessible models and content for learning and using gagana Samoa in education settings, homes and communities in Aotearoa • Improve the financial and cultural capacity/capability of education settings to deliver Pacific language and culture 	<ul style="list-style-type: none"> • Normalise speaking gagana Samoa in as many areas as possible. • Involve Auckland Council to address ways to spread the use of gagana Samoa • Support small businesses that are doing work to promote the use of gagana Samoa.

Lea Faka-Tonga

"Our Pacific language is the expression of culture and more importantly, it empowers Pacific peoples to challenge the dominant discourses that continue to disadvantage our children and their families"

While there is no constitutional relationship between New Zealand and Tonga, there exists an international relationship between friendly neighbouring sovereign states. It is estimated that 42% of all Kakai Tonga are New Zealand residents, making them the second largest Pacific ethnic group in Aotearoa New Zealand (21.6% of the Pacific population in New Zealand).

Since 2013, the Kakai Tonga population has increased by 36.6%. Despite the highest population percentage increase over the last five years, their language retention has continued to decline over the last 10 years. Kakai Tonga is experiencing one of the steepest declines across all Pacific languages in Aotearoa New Zealand.

- 40% of the 82,389 Kakai Tonga in Aotearoa New Zealand speak the language.
- This has dropped by 16% since 2006.
- 40% of Kakai Tonga born in Aotearoa New Zealand speak the language.
- 57% of Kakai Tonga born in Tonga speak the language.
- 21% of those under the age of 15 speak the language, a decline of 9% since 2006.
- 64% are born in Aotearoa New Zealand and 36% identify with multiple ethnicities.
- 45% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, Kakai Tonga shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Lea Faka Tonga Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none"> • Share research and key messages showing how strong language abilities lead to strong identities and a reduction in crime, improved educational equity etc. • Invest in helpful programmes like “Talanoa Ako” that work in communities to help them see the value of our language 	<ul style="list-style-type: none"> • Increase the number of Lea Faka Tonga bilingual units • Create tertiary pathway for Kakai Tonga teacher aides to fluent in the language to become a teacher • Develop quality resources for all age groups and use arts, dance, science, music to make them engaging 	<ul style="list-style-type: none"> • Stop the alarming language loss by fostering language use in the home – this is where it is being lost. • Get accessible translators in legal, education, health and government sectors

Language Group 3 – Support Community-led language action for language revitalisation & maintenance

Te Gana Tuvalu

“Your language is your identity. Without your language, you are metaphorically like a floating piece of wood in the middle of the ocean”

Te gana Tuvalu is categorised as *definitely endangered* and while the retention rate of the language is higher than most other Pacific groups (especially among young people at 25%), it is also seen one of the sharpest declines since the 2006 census. Like other smaller groups without an official relationship with Aotearoa New Zealand, there is very little support from Government.

- 48% of the 4,653 Tagata Tuvalu in Aotearoa New Zealand speak the language.
- This dropped by 14% since 2006.
- 25% of those under the age of 15 speak the language.
- 33% of New Zealand-born Tagata Tuvalu can speak the language.
- 64% of overseas born Tagata Tuvalu can speak the language.
- 54% are born in Aotearoa New Zealand and 28% identify with multiple ethnicities.
- 31% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, Tagata Tuvalu shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Te Gana Tuvalu Community Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none"> • Educate people on the benefit of speaking gana Tuvalu in a 	<ul style="list-style-type: none"> • Source language resources from Tuvalu that fit the NZ 	<ul style="list-style-type: none"> • Run cultural camps for young people to come together and

<p>Western society so it is not deemed as inferior</p> <ul style="list-style-type: none"> • Focus on building pride amongst children and young people around their Tuvalu heritage and language 	<p>context</p> <ul style="list-style-type: none"> • Link language experts with schools with high numbers of Tagata Tuvalu students • Funding for bilingual resources • Share promising initiatives in schools that can be implemented elsewhere 	<p>use their language</p> <ul style="list-style-type: none"> • Include gana Tuvalu in more documents such as tax laws, financial advice etc.
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Fäeag Rotuam

"Our language is a gift and should always be taught at home, so it's never lost"

The Rotuma population is the smallest of the Pacific groups identified as requiring revitalisation and retention support through the Pacific Languages Strategy.

Rotuma is a Fijian dependency made up of Rotuma Island and nearby islets. It's the only language group where the number of speakers has *grown* since the 2006 census. The first Rotuma language week was celebrated in 2018.

However, it has been identified as *vulnerable* on UNESCO's list of endangered languages.

- 34% of the 981 Rotumet in Aotearoa New Zealand speak the language.
- This has increased by 5% since 2006.
- There are only approximately 2,000 speakers of the language living on the islands of Rotuma. All other speakers are migrants or children of migrants who have left the islands for various reasons.
- 49% are born in Aotearoa New Zealand and 65% identify with multiple ethnicities.

During consultation on the Pacific Languages Strategy, Rotumet shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Fäeag Rotuam Community Action Plan. They include:

<p>Key action 1: Recognise the value of Pacific languages across Aotearoa</p> <ul style="list-style-type: none"> • Year-long focus on messaging and broadcasting that promotes Fäeag Rotuam • Learn about the history, cultures and languages of Pacific communities to raise awareness and understanding • Rewrap the gift of language in creative ways, using different platforms to pass it on to the next generation 	<p>Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages</p> <ul style="list-style-type: none"> • Organise groups of young people to return to Rotuma for immersion in the language and culture • Work with educational leaders to build on resources to be used from early learning to high school • Funding for schools to celebrate Fäeag Rotuam language week • Have a focus on language transmission in the home, supported by digital and print resources 	<p>Key action 3: Create environments for Pacific languages to be used more often, and in more spaces</p> <ul style="list-style-type: none"> • Culture and language camps for young people to use (and learn) Fäeag Rotuam • Regular community meetings with traditional music, dance and safe spaces to listen and learn the language • Further support for translators
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Vosa Vakaviti

"If this process does not happen then our next generation has lost this crucial aspect of who they are, their ethnicity may be all they have to show their identity but without the language, you lose the knowledge, the history, about who you are and about what your ancestors left behind."

The Fijian community is the fifth largest Pacific group in Aotearoa New Zealand, with close to 20,000 Fijian New Zealanders. As a proportion of the New Zealand Fijian population, relatively few can speak the language, but they have had one of the highest maintenance rates since 2006.

Just over 1 in 10 New Zealand-born Fijians can speak their language, compared to the 9 in 10 Fijians born in Fiji (now living in Aotearoa New Zealand) who can speak their language. Of all Pacific ethnic groups, only a small proportion of the total Fijian population resides in Aotearoa New Zealand (2%).

- 24% of the 19,722 Fijians in Aotearoa New Zealand speak the language.
- This has only dropped by 3% since 2006.
- 9% of those under the age of 15 speak the language.
- 11% of New Zealand-born Fijians and 87% of overseas born Fijians can speak the language.
- 41% are born in Aotearoa New Zealand and 45% identify with multiple ethnicities.
- 2% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, Fijian communities shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Vosa Vakaviti Community Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none"> • Use respected community members to spread consistent messaging about the value of Vosa Vakaviti • Creating resources and clear messaging about the importance of speaking your language for social and economic benefits • Acknowledgement of Vosa Vakaviti in school curriculum 	<ul style="list-style-type: none"> • Continue supporting community-driven initiatives such as church-based language and cultural activities and play groups • Create formal qualifications for teaching Vosa Vakaviti • Work together with Ministry of Education to identify opportunities to create new language nests and other learning opportunities throughout education 	<ul style="list-style-type: none"> • More public broadcasting in Vosa Vakaviti • Development of iTaukei Pasifika TV programme to support language learning. • Find a Pasifika Hall – a public space where Vosa Vakaviti is used regularly

Te taetae ni Kiribati

"Our language make us who we are. If we suddenly danced our traditional dances sang in English, we lose the essence of who we are. As one of the first countries to be impacted by climate change, we may soon have no place to return to where our Kiribati language is nurtured and is an official language."

The Kiribati population is another smaller Pacific ethnic group in Aotearoa New Zealand with a total population of 3,225. The largest groups of i-Kiribati live in Auckland and Wellington. Aotearoa New Zealand has 75 places annually for migrants from Kiribati, however a growing proportion of the population are now born in Aotearoa New Zealand. Kiribati is one of the only small Pacific groups that

currently have the option of attending a bilingual education unit in Auckland which was established in 2019.

- 50% of the 3,225 i-Kiribati in Aotearoa New Zealand speak the language.
- This has dropped by 6% reduction since 2006.
- 24% of those under the age of 15 speak the language.
- 20% of New Zealand-born Kiribati can speak the language.
- 77% of overseas born Kiribati can speak the language.
- 41% are born in Aotearoa New Zealand and 25% identify with multiple ethnicities.
- 3% of the population reside in Aotearoa New Zealand.

During consultation on the Pacific Languages Strategy, I-Kiribati shared some of their priorities under the three key action areas. These will inform ongoing collaboration on the Te taetae ni Kiribati Community Action Plan. They include:

Key action 1: Recognise the value of Pacific languages across Aotearoa	Key action 2: Strengthen pathways and resources for learning Pacific languages and learning in Pacific languages	Key action 3: Create environments for Pacific languages to be used more often, and in more spaces
<ul style="list-style-type: none"> • Identify attractive employment options for language speakers • Celebrate and recognise the schools and workplaces and groups that promote and celebrate Te taetae ni Kiribati • Strengthen relationships with Kiribati Government to develop policy to promote Te taetae ni Kiribati 	<ul style="list-style-type: none"> • Develop high quality language classes in the community and in the education system • In-home programmes that support parents as the first teachers • Make language learning resources accessible by having them online or at libraries • Support Kiribati mothers to get home-based educator qualifications 	<ul style="list-style-type: none"> • Shift Kiribati language week to during the school term and encourage non-Kiribati to learn simple words and phrases

Proactively Released

Links with other key strategies

Pacific languages, cultures and identities will thrive when Government agencies, partner organisations and others are working closely with each other, and with Pacific families and community groups. Accordingly, this Strategy aligns with and supports several key Pacific strategies across Government. How this will work in practice will be articulated in the Pacific Languages Government Action Plan. Some examples of how this Strategy aligns with other key Pacific strategies are summarised below.

<p>Ministry for Pacific Peoples</p>	<p><i>All-of-Government Pacific Wellbeing Strategy</i></p> <ul style="list-style-type: none"> • Progresses the aspirations of Pacific peoples captured in the Lalanga Fou Report • Goal 1: Thriving Pacific Languages, Cultures and Identities
<p>Ministry of Education</p>	<p><i>Action Plan for Pacific Education 2020-2030</i></p> <ul style="list-style-type: none"> • Shift 1- Work reciprocally to respond to the unmet needs of Pacific learners and families • Key action to develop a policy on Pacific bilingual and immersion education in early learning and schools <p><i>Statement of National Education and Learning Priorities</i></p> <ul style="list-style-type: none"> • Ensure places of learning are safe, inclusive and free from racism, discrimination and bullying • Have high aspirations for every learner/ākonga, and support these by partnering with their whānau and communities to design and deliver education that responds to their needs, and sustains their identities, languages and cultures • Reduce barriers to education for all, including for Māori and Pacific learners/ākonga, disabled learners/ākonga and those with learning support needs <p><i>Tertiary Education Strategy</i></p> <ul style="list-style-type: none"> • The Government has committed to investing in and supporting the development of programmes and pathways for learning in Pacific languages • Tertiary education organisations should take action to: <ul style="list-style-type: none"> ○ value the languages spoken by Pacific and Māori learners/ākonga, and provide opportunities to use and to build on them ○ collaborate with schools, whanau, Pacific families, communities and industries to plan for successful transitions to enable all learners/ākonga to succeed in education and training.
<p>New Zealand Qualifications Authority</p>	<p><i>Takiala Pasifika 2020-2023 Action Plan for Pacific Learner Success</i></p> <ul style="list-style-type: none"> • Supporting Pacific language teachers • Quality Pacific language provision and assessment

Ministry for Culture and Heritage	<p><i>Pacific Media Network and Pacific languages broadcasting</i></p> <ul style="list-style-type: none"> Supporting Pacific language programmes
Education Review Office	<p><i>Pacific Strategy – Driving Success for Pacific Learners 2019-2022</i></p> <ul style="list-style-type: none"> Pacific learners are confident in their languages, cultures and identities
Ministry of Foreign Affairs and Trade	<p><i>Pacific Resilience approach</i></p> <ul style="list-style-type: none"> Acquisition and retention of Pacific languages, culture and heritage is consistently identified as a shared priority in the region (New Zealand’s Pacific Engagement: From Reset to Resilience CAB-21-MIN-0401) Language revitalisation is an example of potential overlap with domestic policy objectives in which we can deliver mutually reinforcing benefit to the Pacific. Pacific Regional and Pacific Country Four-Year Plans.
Ministry of Health	<p><i>Ola Manuia: Pacific Health and Wellbeing Action Plan 2020 – 2024</i></p> <ul style="list-style-type: none"> Support consistency in national messaging and communications for Pacific people in relation to health advice for COVID-19 to ensure the right messages reach and engage Pacific communities in a timely way. Focus area: To develop and support a culturally safe health system that fosters understanding of the connection between Pacific cultures, world views and wellbeing and contributes to better outcomes
Department of Prime Minister and Cabinet	<p><i>Child and Youth wellbeing Strategy</i></p> <ul style="list-style-type: none"> Children and young people are happy and healthy (build self-esteem and resilience, have good mental wellbeing) Children and young people are learning and developing (positively engaged with, and progressing and achieving in education, have knowledge skills and encouragement to achieve their potential) Children and young people are accepted, respected and connected (free from racism and discrimination, connected to their culture, language, beliefs and identity, feel accepted and valued at home, school, in the community and online)
United Nations	<p><i>Sustainable Development Goals</i></p> <ul style="list-style-type: none"> Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all Ensure healthy lives and promote well-being for all at all ages

Implementation, monitoring and review

The implementation of this Strategy will be supported by a Pacific Language Government Action Plan. This will be updated annually with any new actions and investment in each Budget cycle. This allows for flexibility to be responsive to what is working and where there are gaps. The timeframe for each action will be different, depending on what is appropriate. This allows innovative ideas and programmes to be tested and built upon. Incremental progress will be measured and monitored as below:

The Pacific Languages Strategy									
Annually updated Pacific Languages Government Action Plan									2032-2033
2023	2024	2025	2026	2027	2028	2029	2030	2031	Review Strategy to inform next iteration
Complete and roll-out Strategy & Action plan	Review and add any new actions from Budget 24	Review and add any new actions from Budget 25	Review and add any new actions from Budget 26	Midpoint check Check progress against baseline (census data, Leo Moana data)	Review and add any new actions from Budget 28	Review and add any new actions from Budget 29	Midpoint check Check progress against baseline (census data, Leo Moana data)	Planning begins for next Strategy	

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Annex 1: UNESCO Classifications

UNESCO's classification uses nine factors to assess language endangerment and urgency for documentation. They do this with the caveat that no single factor alone can be used to assess a language's vitality.

The nine factors include:

Category	Factor
Language Vitality	Intergenerational language transmission (which generations use the language)
	Absolute numbers of speakers
	Proportion of speakers within the total population
	Trends in existing language domains (where the language is used and how often)
	Response to new domains and media (whether the language is used in new areas such as on the internet/social media)
	Materials for language education and literacy (the existence of bilingual and immersion education with supporting resources, literature, dictionaries, established grammatical structures, new words are developed when needed)
Language attitudes and policies	Governmental and institutional language attitudes and policies, including official status and use (whether there are explicit policies or implicit attitudes towards the language - could be equally supported alongside the dominant language or there could be active prohibition)
	Community Members' attitude toward their own language (whether all community members value their language and want to see it promoted or whether there isn't concern if the language is lost and a preference to use the dominant language)
Urgency for documentation	Amount and quality of documentation (assessing to what degree there exists comprehensive grammars and dictionaries, extensive texts, constant flow of new language materials and an abundance of high-quality audio and visual recordings)

Each factor is ranked on a scale of 1 to 5 with a grade of 5 being considered as 'safe' and a grade of '0' being extinct. The combined score then leads to an overall classification.

To read more detail about the rankings under each of the nine factors, see: [Language Vitality and Endangerment \(unesco.org\)](https://www.unesco.org/en/language-vitality-and-endangerment)

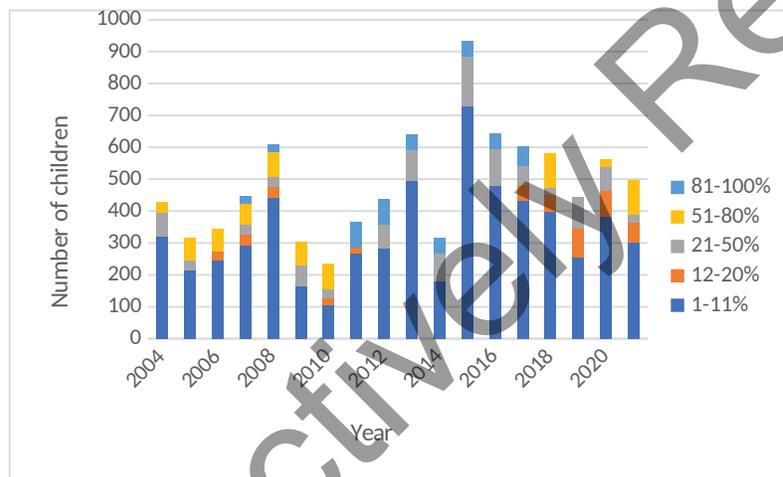
Annex 2: Learner enrolments in Bilingual and immersion and additional Pacific language learning in education

Early Learning

These graphs show the number of children enrolled in Pacific language or Pacific bilingual and immersion early learning services. The key shows the different levels of language use in early learning services. For example, 81 – 100% is the highest bilingual/immersion level and means that the Pacific language is used as the language of instruction 81 – 100% of the time. In the early learning services that operate at 1 – 11% they spend most of the time speaking in English, with some use of Pacific languages.

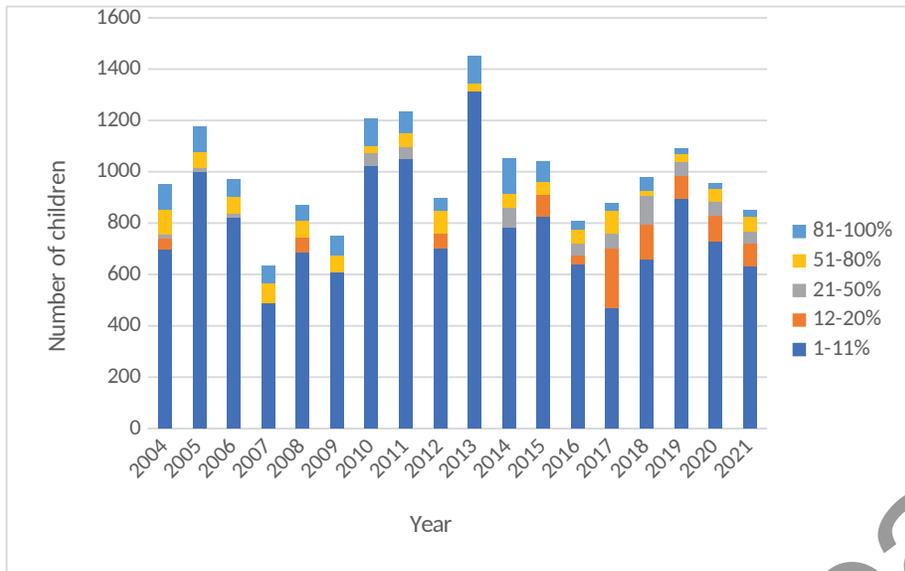
Note: Early Learning services may deliver in multiple Pacific languages, so children may be counted multiple times in this table. This data is self-reported by services through the Annual ECE census to the Ministry of Education. The Ministry is reliant on services providing accurate information for reporting purposes. Because data is self-reported and there are low child numbers in some language groups, this can cause outliers. The data is a snapshot from a week in June each year.

Gagana Tokelau



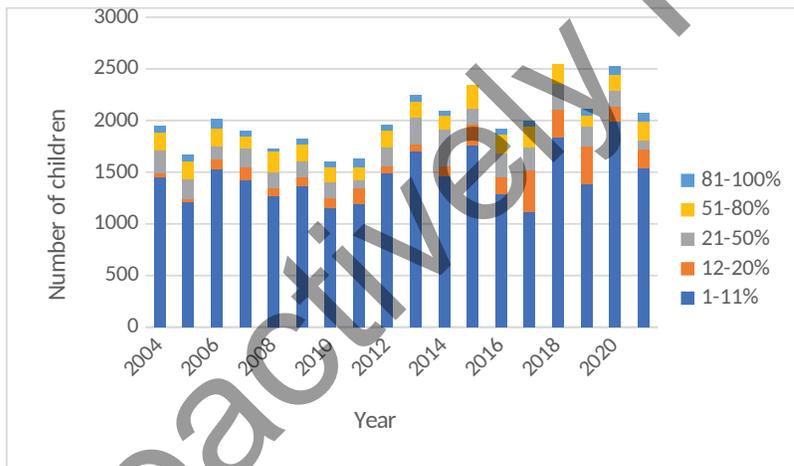
This shows the number of children learning in services that use gagana Tokelau. 2015 saw the highest number of children in these services, however most of the services only use gagana Tokelau between 1 – 11% of the time.

Vagahau Niue



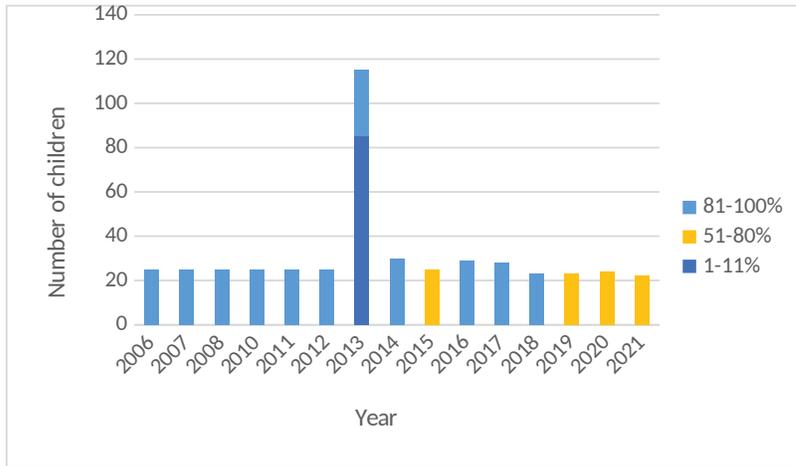
The number of children attending services that use vagahau Niue has fluctuated since 2004. 2013 saw the highest number of children in these services, however the majority of the services were only using vagahau Niue 1 – 11% of the time. Whilst there has been a downward trend since 2013, the number of children attending services using vagahau Niue in higher percentages has increased.

Te reo Māori Kuki ‘Āirani



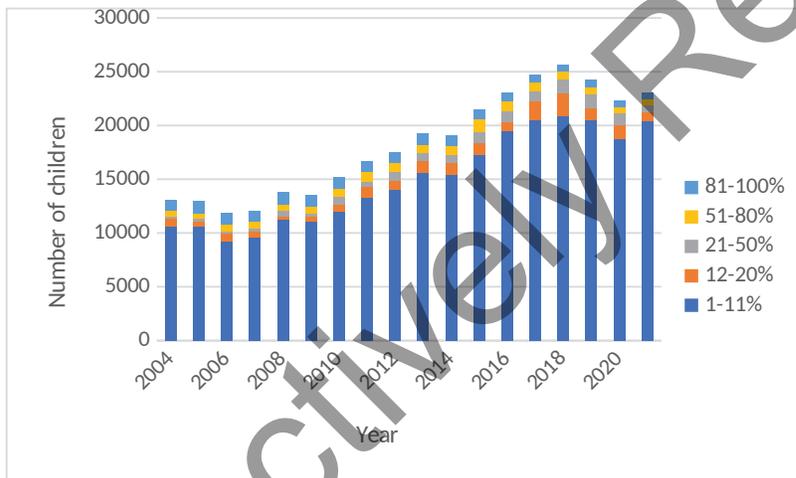
The number of children learning in a centre that used te reo Māori Kuki ‘Āirani has largely sat between 1,500 and 2,000 children, with some years getting to 2,500 children. Whilst there is a slight increasing trend in the number of children in these services over time, there are no clear trends with the percentage of language used in the services.

Pukapuka



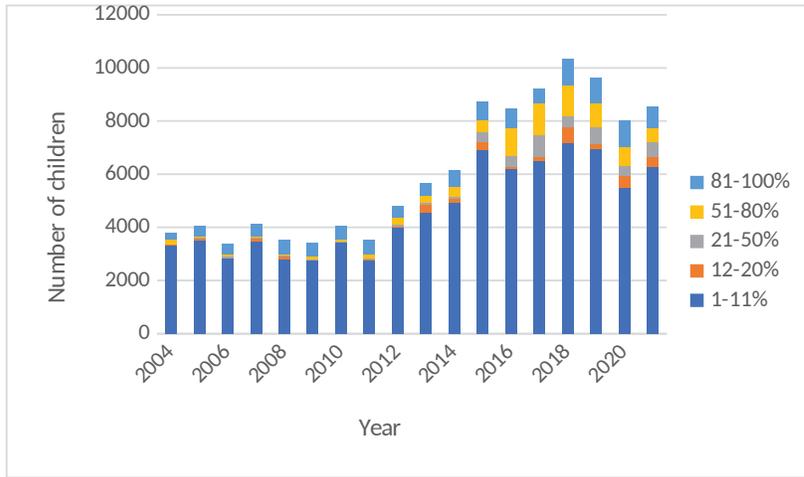
According to this graph there has likely been one Pukapuka early learning centre catering for approximately 25 children and uses the language more than 50% of the time. There was a spike in 2013 with nearly 120 children accessing this provision. Further investigation is required to identify why there was a spike in the number of children in 2013.

Gagana Samoa



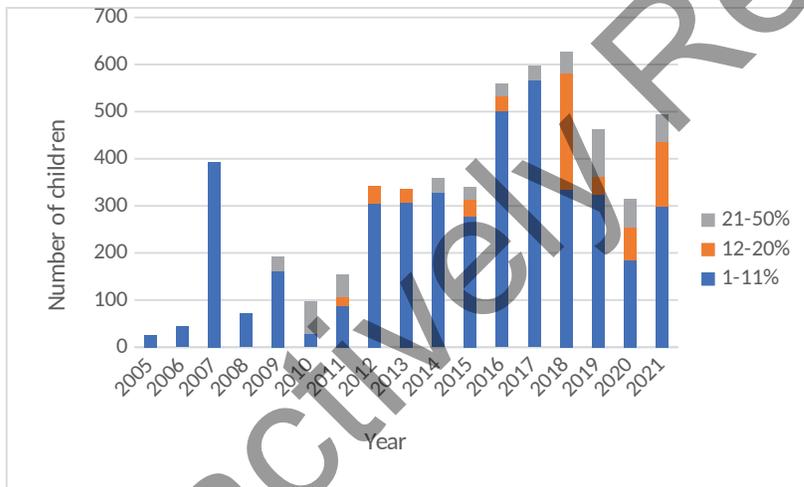
This graph shows that the number of children accessing gagana Samoa in early learning services increased until 2018 until it saw a slight decline to 2020. Most of the growth, however, has been in services that use the language only 1 – 11% of the time. The number of children in services that use gagana Samoa more of the time (such as Aoga Amata) has remained relatively similar over time, with a slight increase in some levels and slight decrease in others.

Lea faka Tonga



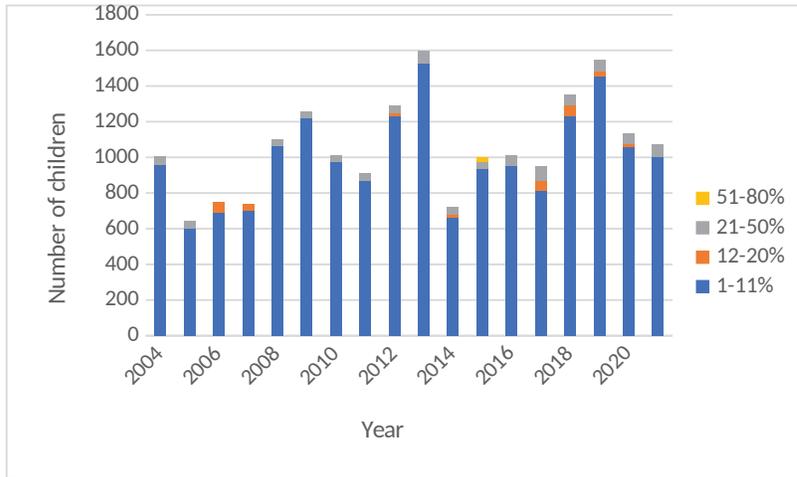
This graph shows growth in the number of children accessing services that use lea faka Tonga. The majority of children are in services that use the language 1 – 11% of the time, however, from 2015 there have been higher numbers and a higher proportion of children at services that use lea faka Tonga more than 50% of the time.

Gana Tuvalu



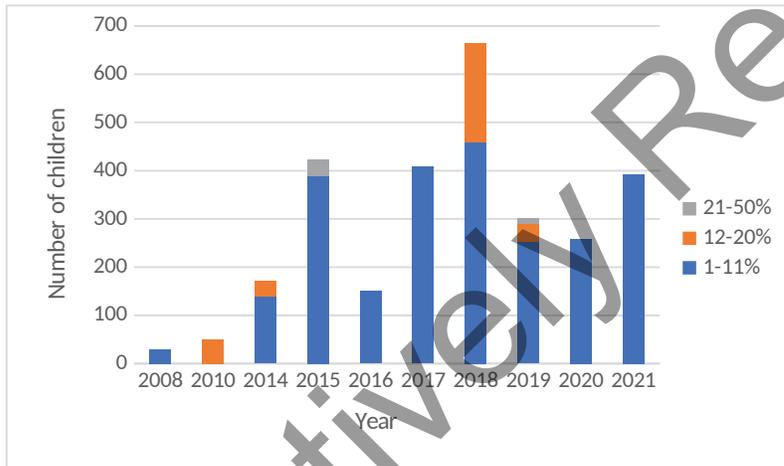
This graph shows an increasing trend in the number of children accessing gana Tuvalu bilingual and immersion early learning. Whilst this decreased over the last few years, there are more children in services using gana Tuvalu more than 12% of the time.

Vosa vakaviti



This graph shows that the number of children accessing vosa Vakaviti early learning services has fluctuated over time and is largely confined to services that use the language 1 - 11% of the time.

Te taetae ni Kiribati



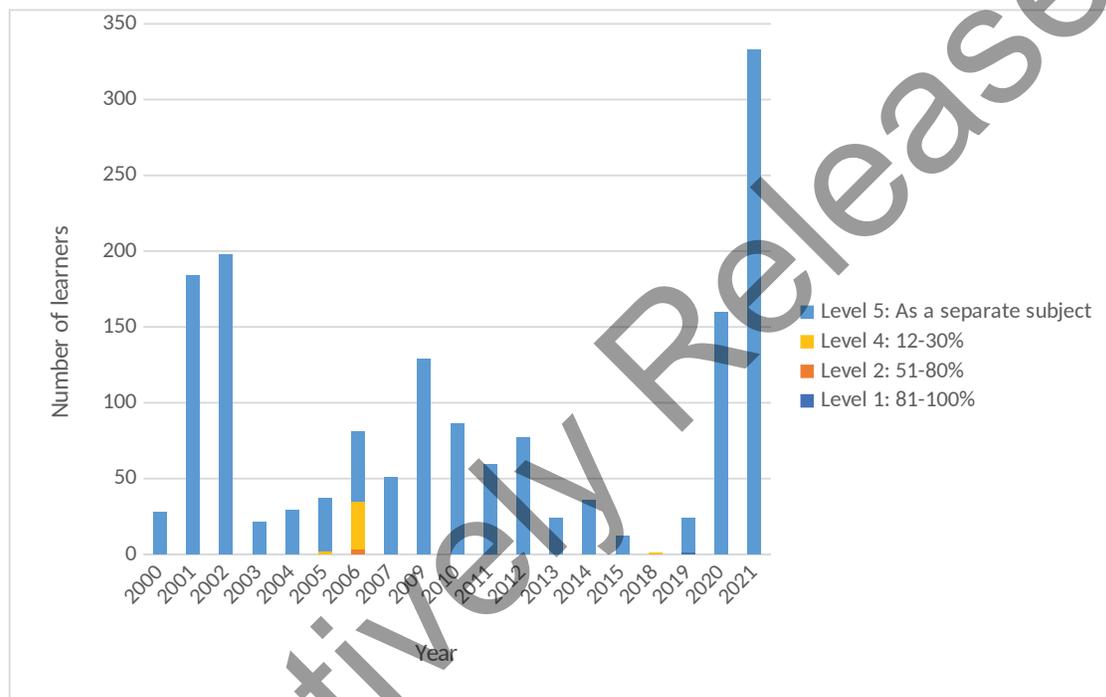
There are more children in services that use te taetae ni Kiribati in 2021 than there were in 2008, however the number of children has fluctuated over time. Most of these children are in services that use te taetae ni Kiribati 1 - 11% of the time.

Productively Released

Schooling

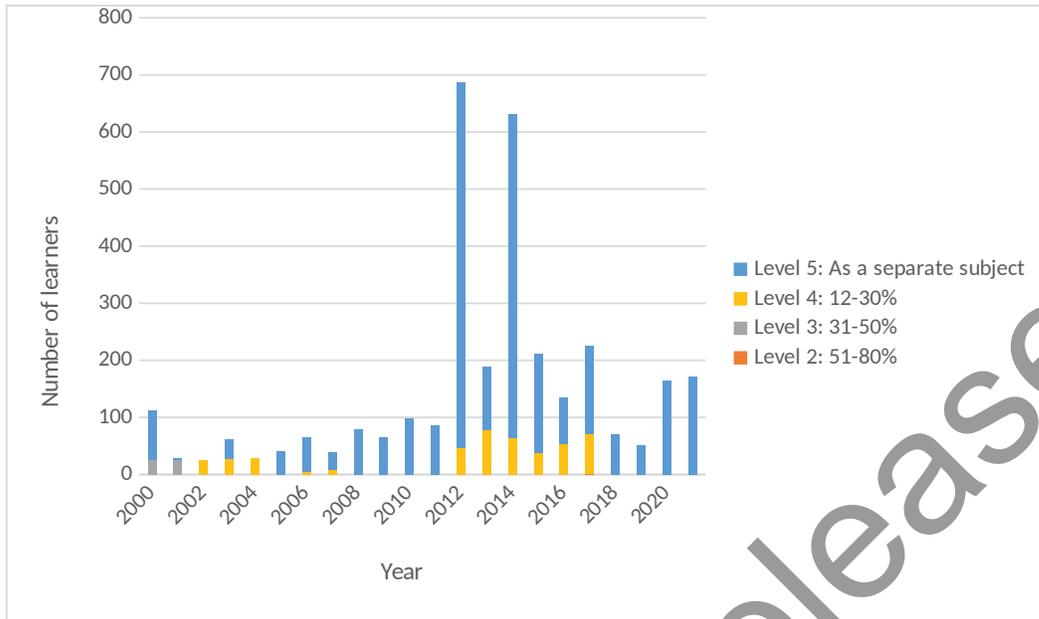
These graphs show the number of students enrolled in Pacific language or Pacific bilingual and immersion education in the schooling sector. The key shows the different levels of language use in the classroom. For example, level 1: 81 – 100% is the highest bilingual/immersion level and means that the Pacific language is used as the language of instruction 81 – 100% of the time. This refers to classes that are learning in the language, rather than learning the language itself, so the class will be doing subjects such as Maths or Science in the Pacific language. On the other end of the spectrum, level 5: As a separate subject, means the focus of the lessons are on learning the language, rather than creating a bilingual or immersion environment to teach other subjects.

Gagana Tokelau



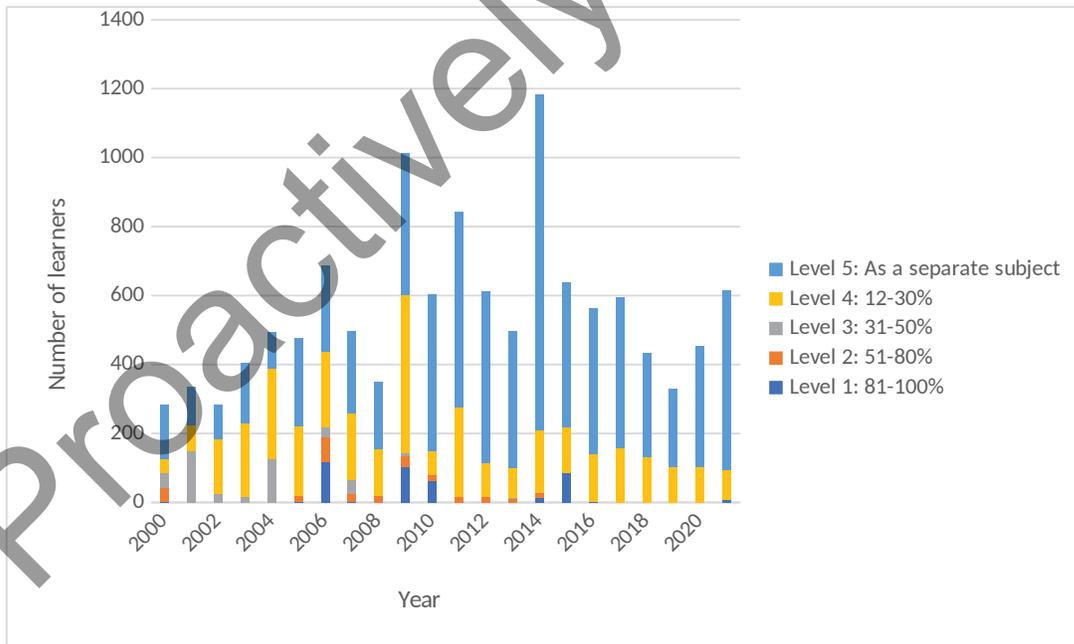
This graph shows that gagana Tokelau is largely taught as a separate subject, rather than being used in a bilingual or immersion environment. However, in 2006 there was some provision for bilingual learning using gagana Tokelau, but at the lowest immersion level (level4), where the language is used 12-30% of the time.

Vagahau Niue



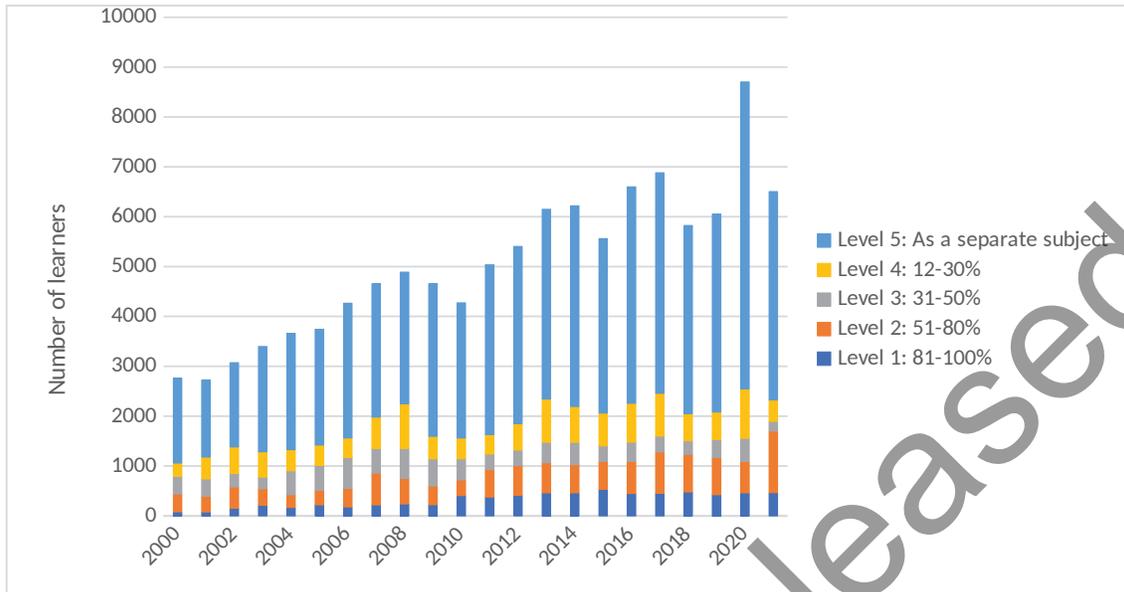
This graph shows that the provision of vagahau Niue has largely been as a separate subject, however in early 2000 and between 2012 and 2017 there were more bilingual education options.

Te reo Māori Kuki 'Āirani



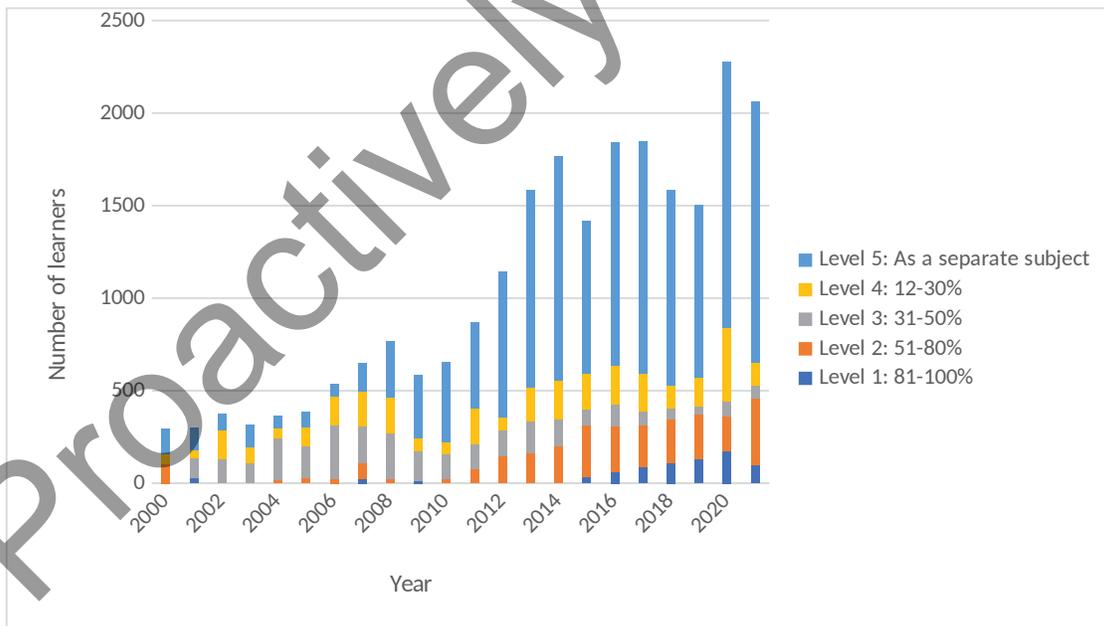
This graph shows that there has been a range of provision for te reo Māori Kuki 'Āirani – both as a separate subject and as a bilingual/immersion option. The majority of the bilingual and immersion options are at the lowest level (12-30% of the instruction in te reo Māori Kuki 'Āirani), however there has been some provision, more so in the early 2000's, at a higher bilingual/immersion level.

Gagana Samoa



This graph shows that for gagana Samoa, both gagana Samoa as a separate subject and as a bilingual/immersion option have increased over time. In 2021 there was the highest number of students level 1 and 2 provision (where gagana Samoa is used more than 50% of the time as the language of instruction), with 1,700 students in level 1 and 2 bilingual/immersion provision.

Lea faka Tonga



This graph also shows a general increase in the provision of lea faka Tonga as a separate subject and as a bilingual/immersion option, although there was a decrease in the number of learners in these settings between 2020 and 2021.

NB: Data for following languages only collected from 2021

Language	Number of students and level of language learning
Te leo Wale / Pukapuka	<ul style="list-style-type: none"> 7 students at Level 5 (Language Learning) in 2021
Te Gana Tuvalu	<ul style="list-style-type: none"> No recorded provision in 2021
Fäeag Rotūam	<ul style="list-style-type: none"> No recorded provision in 2021
Vosa Vakaviti	<ul style="list-style-type: none"> 20 students at Level 5 (Language Learning) in 2021
Te Taetae ni Kiribati	<ul style="list-style-type: none"> 15 students at Level 2 (bilingual) in 2021

Proactively Released

Annex 3: Language Revitalisation Components

Language planning informs language policies and deliberate actions needed to affect language behaviours. These efforts affect the structure (use, and corpus) or function (use and status) of languages. Language policies, therefore, include all the language planning activities which occur at both the macro (e.g. government) and micro (e.g. at home) levels.

There are five interrelated elements of language policy and planning which have been adapted for Pacific languages in Aotearoa New Zealand – status, knowledge and acquisition, use, critical awareness, and corpus. These have been consistently identified by linguists and language planners as critical to the health of a language.

Status relates to the position of a language in society. In Aotearoa, the status of a Pacific languages impacts on how they are viewed and used. Actions to raise the status and value of Pacific languages relate to developing a positive environment for Pacific languages to thrive.

Knowledge and acquisition relate to the proficiency skills of speaking, listening, reading, and writing. Actions to increase the opportunities for people to learn and learn in Pacific languages are needed to sustain Pacific languages in Aotearoa.

Use relates to the use of a language to communicate. Being able to use Pacific languages more often and across multiple domains is essential for language revitalisation and maintenance.

Critical awareness relates to levels of awareness and consciousness about the value of language and the implications of language choices for sustaining a language. Actions include ensuring that people are aware of the state of Pacific languages in Aotearoa, accept the need to revitalise and maintain Pacific languages, as well as understanding the roles that government, communities, and individuals have to support Pacific languages to thrive in Aotearoa.

Corpus relates to the linguistic character of the language, its structure, and functions. Corpus development involves the written, visual, and oral resources of a language. Actions include supporting the production of grammars, dictionaries, literacy manuals and writing-style and pronunciation guides to support the use of Pacific languages in Aotearoa.

Annex 4: Categorisation of Pacific Languages

This Strategy covers the nine Pacific languages^{xx} that the Ministry for Pacific Peoples formally supports: te gagana Tokelau, vagahau Niue, te reo Māori Kuki 'Āirani, gagana Samoa, lea faka-Tonga, te gana Tuvalu, vosa Vakaviti, fāeag Rotuqam, and te taetae ni Kiribati.

These Pacific language groups are diverse with different needs, strengths, and challenges. The Strategy lays out a broad vision and key actions, however this categorisation will support a tailored approach to each language through the Pacific Language Community Action Plans.

The following criteria were used to assess the nine Pacific languages:

- **Constitutional status and legal obligations:** Realm language status and other relevant constitutional or close relationships to Aotearoa New Zealand.
- **Language vitality:** overall percentage of speakers and young speakers^{xxi}, rates of language decline, levels of language endangerment^{xxii,xxiii}, Graded Intergenerational Disruption Scale (GIDS) score^{xxiv}.
- **Demographics:** size of Aotearoa New Zealand population, proportion of population that resides in Aotearoa New Zealand, proportion of population that is New Zealand-born and proportion that is multi-ethnic (the latter two influence factors of language shift).

In each of these categories, we awarded a score depending on the assessment. For example, for those with the lowest number of speakers under 15, they scored a higher number, whereas the languages with more speakers under 15 scored a higher number. The intensity of the colour below indicates a higher score.

The languages with similar scores were grouped together to form the three categories. In most cases this was reasonably straightforward, however Vosa Vakaviti could fit in the second category with Gagana Samoa and Lea-Faka Tonga or in the third category. However, because of the comparatively small New Zealand population (including one of the lowest proportions of the population residing in Aotearoa compared to the other groups) and the low percentage of speakers, it was a better fit alongside Te Gana Tuvalu, Te Taetae ni Kiribati and Fāeag Rotuqam.

Language categorisation assessment

	Te Gagana Tokelau	Vagahau Niue	Te Reo Māori Kuki 'Āirani	Gagana Samoa	Lea Faka-Tonga	Te Gana Tuvalu	Fāeag Rotuqam	Vosa Vakaviti	Te taetae ni Kiribati
Constitutional status ^{xxv}	Realm	Realm	Realm	Treaty of friendship	Unofficial close relationship	Historical relationship	Newer relationship	Historical relationship	Newer relationship
% Speakers in NZ	23%	12%	9%	50%	40%	48%	34%	24%	50%
% Under 15 speakers	13%	7%	7%	20%	21%	25%	NA	9%	24%
Language decline ^{xxvi}	-14%	-11%	-7%	-9%	-16%	-14%	+5%	-3%	-6%

UNESCO status	Severely endangered	Definitely endangered	Vulnerable	NA	NA	Definitely endangered	Vulnerable	NA	NA
GIDS score ^{xxvii}	8	8	8	6	6	6/7	6	6/7	6
Population size	8,676	30,867	80,532	182,721	82,389	4,653	981	19,722	3,225
% Population in NZ	85%	95%	82%	48%	45%	31%	NA	2%	3%
% Mutli-ethnic	65%	71%	57%	41%	36%	28%	65%	45%	25%
% NZ born	79%	83%	83%	67%	64%	54%	49%	41%	41%
Score	42	44	40	23	27	18	18	21	13

Proactively Released

- ⁱ Research to understand the features of quality Pacific bilingual education: Review of best practices. Stephen May, Ministry of Education (2020).; Research on the social and economic value of multilingualism. Teachers of English to Speakers of Other Languages Aotearoa New Zealand (2012). May, S (2009). 'Pasifika Languages Strategy: Key Issues'. School of Education, University of Waikato; Defining positive mental wellbeing for New Zealand-born Cook Islands youth. Eliza Puna & Jemaima Tiatia-Seath (2017) ; 1. Tamasese K, Peteru C, Waldegrave C, Bush A. Ole Taea Afua, the New Morning: A Qualitative Investigation Into Samoan Perspectives on Mental Health and Culturally Appropriate Services. Australian & New Zealand Journal of Psychiatry. 2005;39(4):300-309. doi:10.1080/j.1440-1614.2005.01572.x ; Māori and Pacific Peoples Co-creating research on loneliness and social isolation challenging Western perspectives in New Zealand – First presentation of findings. The Family Centre (2018). Fetui, V., & Malaki-Williams, A. M. (1996). Introduction of the Samoan language programme in New Zealand. In F. Mugler, J. Lynch (Eds.) Pacific languages in education (pp. 228-243). Suva, Fiji and Vila, Vanuatu: Institute of Pacific Studies, University of the South Pacific : Dept. of Literature and Language, University of the South Pacific ; Pacific Language Unit, University of the South Pacific; Research on the social and economic value of multilingualism. Teachers of English to Speakers of Other Languages Aotearoa New Zealand (2012).
- ⁱⁱ "Traditions say that Hawai'i (Savai'i) was the original homeland of the ancestors. Hawai'i was also formerly the name of the island of Ra'iatea", and, "Hawaiki... was remembered as a place of origin for Māori" (Taonui, 2006, p. 49, p. 52). This whakatauki recognises the ancient and enduring whakapapa/ancestral, familial, and spiritual connections of Māori/tangata whenua to Te Moana Nui a Kiwa/the Pacific Ocean and its peoples/tangata moana.
- ⁱⁱⁱ In Māori oratory, this whakatauki of origin "Hawaiki-nui (the big Hawaiki), Hawaiki-roa (the long Hawaiki), Hawaiki-pāmamao (the Hawaiki very far away) connects tangata whenua to their ancient whakapapa across multiple Pacific Islands.
- ^{iv} Approximately 9% of Pacific peoples in NZ also identify as having Māori whakapapa [Pacific-Peoples-in-Aotearoa-Report.pdf \(mpps.govt.nz\)](#)
- ^v Te reo Māori word meaning to cherish, nurture, support, sustain, look after
- ^{vi} This proverb speaks to the history of Tagata Kūki 'Āirani Māori and their journey to different places but taking their languages and cultures with them. This can be linked to the broader journey of Pacific languages travelling with our communities across te moana and making a home here in Aotearoa.
- ^{vii} 'Ethnic speakers of Pacific languages' refers to those who speak the Indigenous Pacific language of their self-identified ethnic group.
- ^{viii} Tokelau is a non-self-governing territory of New Zealand; Niue became a self-governing state in free association with New Zealand in 1974; the Cook Islands became a self-governing state in free association with New Zealand in 1965.
- ^{ix} Referring to people of Tongan heritage
- ^x <http://researcharchive.vuw.ac.nz/xmlui/bitstream/handle/10063/1452/thesis.pdf?sequence=1> and [thesis.pdf \(waikato.ac.nz\)](#)
- ^{xi} [Statement-of-Partnership-NZ-Tuvalu-2019-2023.pdf \(mfat.govt.nz\)](#)
- ^{xii} [Kiribati | New Zealand Ministry of Foreign Affairs and Trade \(mfat.govt.nz\)](#)
- ^{xiii} Tuvaluan: A Polynesian Language of the Central Pacific (book).
- ^{xiv} [National EFA 2015 review in Tuvalu - UNESCO Digital Library](#)
- ^{xv} Te Oranga o te Reo Māori 2006 – The health of the Māori language in 2006. Te Puni Kōkiri (2008).
- ^{xvi} Language planning and policy: Factors that impact on successful language planning and policy. Tony Trinick, Stephen May & Ruth Lemon (2020).
- ^{xvii} Refers to the full range of dialects and languages spoken in the Cook Islands.
- ^{xviii} These are examples of what is currently happening. The Pacific Language Government Action Plans will profile a more exhaustive list of the current initiatives.
- ^{xix} These are potential examples for what could be included in future Government Action Plans. These are not current Government policy but are actions that communities and/or research suggest could be beneficial. They are not exhaustive. The Government Action Plans will further explore potential actions to ensure coverage.
- ^{xx} Action on other Pacific languages not included will be made through ongoing monitoring against the criteria outlined in this Strategy.
- ^{xxi} As reported in 2018 census results by Stats NZ.
- ^{xxii} As classified in the United Nations Education, Scientific and Cultural Organization (UNESCO) Atlas of the World's Languages in Danger.
- ^{xxiii} Atlas of the World's Languages in Danger of Disappearing. Stephen Wurm (1996).
- ^{xxiv} Reversing language shift: theoretical and empirical foundations of assistance to threatened languages. Joshua Fishman (1991).
- ^{xxv} The relationships with the Pacific groups and their languages are explained in more detail on page 11 & 12 of the Strategy.
- ^{xxvi} Between 2006 and 2018 census
- ^{xxvii} This is an approximation based on our assessment of each language



Cabinet Social Wellbeing Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Pacific Languages Strategy (2022-2032)

Portfolio Pacific Peoples

On 11 May 2022, the Cabinet Social Wellbeing Committee (SWC):

- 1 **noted** that in September 2021, the Cabinet Social Wellbeing Committee agreed to consultation on a draft Pacific Languages Strategy (2022 – 2032) (the Strategy) [SWC-21-MIN-0137];
- 2 **noted** that thorough and extensive public consultation has been undertaken on the draft Strategy;
- 3 **noted** that the Strategy was developed through a collaborative approach and works towards a vision of ‘Thriving Pacific languages builds a prosperous Aotearoa’ through achieving three key objectives:
 - 3.1 recognise the value of Pacific languages across Aotearoa;
 - 3.2 strengthen pathways and resources for learning Pacific languages and learning in Pacific languages; and
 - 3.3 create environments for Pacific languages to be used more often, and in more spaces;
- 4 **noted** that the Strategy supports nine Pacific languages, including: te gagana Tokelau, vagahau Niue, te reo Māori Kuki ‘Āirani, gagana Samoa, lea faka Tonga, te gana Tuvalu, fāeag Rotūmā, vosa Vakaviti and te taetae ni Kiribati;
- 5 **noted** the characterisation of languages in groups according to:
 - 5.1 urgent revitalisation;
 - 5.2 strengthening transmission and maintenance; and
 - 5.3 supporting community-led action for language revitalisation and maintenance;
- 6 **noted** that funding for the implementation of any future actions will be sought through relevant Budgets;
- 7 **endorsed** the public release of the Strategy, attached to the submission under SWC-22-SUB-0085 as Annex A;

8 **s9(2)(f)(iv)**

9 **authorised** the Minister for Pacific Peoples to make editorial changes to the Strategy before it is released.

Jenny Vickers
Committee Secretary

Present:

Hon Grant Robertson
Hon Kelvin Davis
Hon Carmel Sepuloni (Chair)
Hon Andrew Little
Hon Nanaia Mahuta
Hon Poto Williams
Hon Dr Ayesha Verrall
Hon Aupito William Sio
Hon Meka Whaitiri
Hon Priyanca Radhakrishnan

Officials present from:

Office of the Prime Minister
Office of the Chair of SWC
Officials Committee for SWC

Proactively Released



Cabinet

Minute of Decision

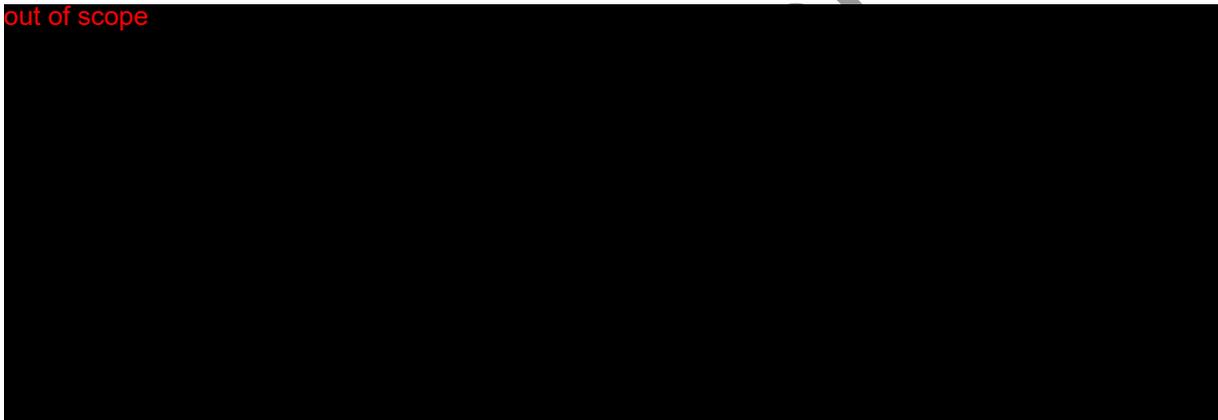
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Report of the Cabinet Social Wellbeing Committee: Period Ended 13 May 2022

On 16 May 2022, Cabinet made the following decisions on the work of the Cabinet Social Wellbeing Committee for the period ended 13 May 2022:

SWC-22-MIN-0085 **Pacific Languages Strategy (2022-2032)** CONFIRMED
Portfolio: Pacific Peoples

out of scope



Michael Webster
Secretary of the Cabinet