

Department of Corrections

Te Reo Strategy 2004 - 2008

**Kotahi ano te kaupapa;
Ko te oranga o te iwi**

*There is only one purpose (to our work);
It is the wellness and wellbeing of the people.*

Department of Corrections Te Reo Strategy 2004 - 2008

The Department of Corrections – Guiding Principles

The Statement of Intent¹ identifies:

- In order to reduce the risk of reoffending, the cultural background, ethnic identity, and language of offenders must, where appropriate and to the extent practicable within resources available, be taken into account²:
 - in developing and providing rehabilitative programmes and other interventions intended to effectively assist the rehabilitation and reintegration of offenders into the community;
 - in sentence planning and management of offenders.

- An offender's family must, so far as is reasonable and practicable in the circumstances and within the resources available, be recognised and involved in:
 - Decisions related to sentence planning and management, rehabilitation and reintegration of the offender into the community; and
 - Planning for participation by the offender in programmes, services and activities in the course of his or her sentence.

Recognising the cultural background, ethnic identity and language of offenders aims to improve the effectiveness of the services provided by the Department in reducing reoffending. In order to improve services to offenders, it is therefore necessary to consider our capability requirements and capability levels. Te reo Maori is an essential component to cultural understanding, recognition and acknowledgement. Capability with te reo Maori is an essential element to our ability to respond to the needs of Maori offenders and to reducing reoffending by Maori.

Te reo Maori is also a critical capability requirement in relation to the interactions the Department has with a wide variety of Maori. Such interactions include iwi, hapu, whanau, community groups, community providers, and other agencies.

Forecast figures in the Statement of Intent relating to inmate numbers and community sentence new starts shows that there is a need to focus on reoffending by Maori. In order to do this it is necessary to develop appropriate strategies and to ensure organisational capability to deliver against these strategies.

¹ See SOI 2001-02 p19, SOI 2002-03 p18, SOI 2003-04 p27

² See Corrections Act 2004, Part 2 (80) *Needs relating to particular cultures*

Theme 2 of the Statement of Intent³: Improving responsiveness to Maori:

Corrections has identified the criticality of addressing the needs of Maori offenders effectively. The *Maori Strategic Plan* outlines opportunities to build relationships and strengthen communications between Maori and Corrections. Participation of Maori in the Department's activities and initiatives will improve the effectiveness of the services that Corrections provides and help to achieve the contributory outcomes of protecting the public and reducing re-offending.

This sets the context within which the Te Reo Strategy has been developed.

Aims

The aims of the Te Reo strategy are:

- To encourage the development of capability with Te Reo Maori amongst staff of the Department of Corrections, especially those staff who interact with Maori – in iwi, hapu and whanau, in community groups, service providers, other agencies and with Maori offenders.
- To improve the Department's responsiveness to Maori through te reo as a cornerstone to knowledge of Maoritanga, tikanga and the place and significance of Maori culture.
- To create an environment which encourages the participation of Maori by acknowledging and giving expression to the importance of te reo and tikanga within the Department.

Goals

The goals of the Te Reo Strategy are to increase the levels of capability with and use of te reo in the Department. This will be achieved through objectives which seek to:

- Build a supportive environment which promotes te reo in the Department;
- Identify and promote appropriate te reo training and learning resources;
- Recognise and reward staff who have or develop te reo skills; and
- Support staff in specialist roles or functions to maintain the integrity of Maori protocols.

In order to achieve our goals it is important to recognise and support the role managers have in encouraging and facilitating skill development. To increase our organisational capability we need to foster:

- increasing staff awareness and use of te reo;
- opportunities for staff to communicate to Maori clients, Maori communities, iwi, whanau in te reo;
- Te reo as an intervention and communication tool as appropriate;

³ Strategic Business Plan 2003-08 p39, Maori Strategic Plan 2003-08, p13 Building the responsiveness of the Department, and SOI 2000-01, 2003-04

Service Strategies and Initiatives

The National strategy outlines initiatives that can be undertaken on a Department wide basis. Services may elect to establish Service specific strategies in addition to the National strategy in order to address Service specific capability requirements and in order to operationalise aspects of the National strategy.

This strategy involves:

- Supporting individuals with a personal commitment to learning te reo;
- Promoting awareness of the importance of te reo to the Department and the work of individuals within it;
- Providing a framework to support local initiatives to develop te reo capability.

Objectives

The goals of the Te Reo Strategy will be achieved through initiatives which seek to:

1. Build a supportive environment which promotes te reo in the Department.

To create an environment that acknowledges the importance of te reo to Maori and supports the appropriate use of te reo within the Department, particularly in relation to the interface with Maori in the community, the offender population and their whanau.
2. Identify and promote appropriate te reo training and learning resources.

To build te reo competence requires the provision of training and development opportunities.
3. Recognise and reward staff who have or develop te reo skills.

As te reo capability is an acknowledged asset to the Department, it is appropriate to invest in the development of this skill and recognition of the attainment of proficiency.
4. Support staff in specialist roles or functions to maintain the integrity of Maori protocols.

Specialist cultural positions within the Department have a role in modelling and promoting the positive benefits of tikanga and te reo.

5. Monitor and report on te reo capability

To establish a view of te reo capability requirements and our progress in meeting those requirements, relating to business needs and roles within the Department.

The development of capability in te reo is to be monitored and progress assessed over time.

Resourcing Te Reo Initiatives

The training of staff remains the responsibility of Services/Groups to fund and administer. The resourcing of te reo training is a matter for Services/Groups to plan and budget for within their overall development planning and budgeting processes as has previously been the situation.

With the introduction of a system of recognition and reward for te reo capability, a central fund will be established to support the development of te reo. This fund will meet the costs of:

- Assessment of competence - Te Taura Whiri I Te Reo Maori⁴.
- Payment of costs associated with staff recognition and rewards.

Subject to the level of funding available and commitments against this funding, bids for training funding may also be considered where it can be demonstrated that Service/Groups are unable to meet the costs of training within a reasonable Service/Group allocation.

The Department reserves the right to review the allocation of this funding from time to time to ensure best use is made of funding. Procedures for the management of these funds and for Service/Group commitments against these funds will be developed.

Te Reo Allowance Policy

Reference should be made to the Te Reo Recognition and Reward Scheme for more details.

Human Resource Manual

The Human Resource Manual contains the Department's policy on study assistance. Staff should consult their manager in relation to study assistance.

⁴ See Maori Language Commission, Te Taura Whiri I Te Reo Maori, in particular *Whakamatauria To Reo*

Action Plan

Relates to Objective:	Action	Responsibility	Date
1, 2	<p><i>Develop te reo support tools for staff</i> Develop and launch the following resources:</p> <ul style="list-style-type: none"> • A pocket Te Reo tool with key Maori words, greetings and sayings • A desktop Maori word cube with key words, greetings and sayings, and • A tikanga and Te Reo workbook 	Strategic Services HR	30 Nov 2004
1, 2	<p><i>Develop te reo resource on intranet</i> Develop resource and include the following:</p> <ul style="list-style-type: none"> • Key words and sayings • Mihi • Simple greetings • Forms of address for written communication • Karakia • Protocols • References to other resources 	Strategic Services HR	30 Dec 2004
1, 2	<p><i>Develop guidelines for use by reception staff</i> Develop guidelines on appropriate greetings for use by reception staff. Support reception staff with the use of basic greetings and pronunciation by providing some coaching.</p>	Strategic Services HR Managers	31 Jan 2005 31 Mar 2005

Relates to Objective:	Ref	Action	Responsibility	Date
1, 2		<p><i>Encourage staff to use simple greetings in Maori</i></p> <p>Make staff aware of te reo resources available and where they can access these resources.</p>	Managers	31 Mar 2005 + on-going
1, 2		<p><i>Encourage te reo capability development</i></p> <p>Discuss te reo needs of the role and the development needs of the individual as part of their performance agreement and development planning process.</p> <p>Discuss plans to seek assessment of te reo skills with those staff with te reo skills and those undergoing or planning to undertake te reo training as part of their performance agreement and development planning process.</p> <p>For staff in specialist Maori positions, development and assessment of capability should be encouraged. The role of these staff in modelling commitment to te reo and tikanga should be reinforced.</p>	<p>Managers</p> <p>Managers</p> <p>Managers</p>	<p>On-going</p> <p>On-going</p> <p>On-going</p>
1, 4		<p><i>Investigate an appropriate Maori name for the Department of Corrections</i></p> <p>Investigate the development of an appropriate Maori name for the Department of Corrections. This should consider the appropriate role of the Department, the vision and values. Processes for consulting with Maori within the Department and in stakeholder organisations should be factored into this project.</p>	Policy Development	30 Dec 2005

Relates to Objective:	Ref	Action	Responsibility	Date
1, 2		<p><i>Investigate the feasibility of phasing in bilingual signage in public access areas in the Department.</i></p> <p>Review guidelines for public signage and develop a proposal in relation to appropriate use of Maori in Departmental signs. The cost of replacing signage will be a critical issue. Any recommendations should be developed to minimise cost to the Department. (incl. impact if Maori name for the Department is approved).</p>	Assets and Property	31 Mar 2006
2, 3, 5		<p><i>Identify the te reo capability requirements of the Department</i></p> <p>Identify the specific positions, or proportion of positions requiring te reo competence and the requisite levels (or range of levels) of competence for positions.</p>	Strategic Service HR Service HR & Group Mgrs	30 Nov 2005
2, 3		<p><i>Facilitate te reo training</i></p> <p>Service/Group annual training plan to include provision for te reo training based on availability of funding and identified training priorities.</p>	Strategic Services HR Service HR	On-going
2, 3		<p><i>Develop reference list of te reo training providers nationally</i></p> <p>Develop a directory of training providers offering te reo training in all regions of the Department. Establish which providers offer recognition through NZQA. Include information on the intranet with other responsiveness resources.</p>	Strategic Services HR	30 Mar 2005
1, 2, 3, 4		<p><i>Establish a collection of te reo resources for Departmental use</i></p> <p>Develop a catalogue of Departmental resources and their location (holder) within the Department. Review resources and make recommendations to add to resources where appropriate. Review subscriptions.</p>	Strategic Services HR	31 Mar 2005

Relates to Objective:	Ref	Action	Responsibility	Date
3, 4		<p><i>Develop an appropriate te reo recognition and reward scheme</i></p> <p>Develop a te reo recognition and reward scheme that rewards te reo skills which meet the needs of the Department in terms of capability. The scheme must be affordable and contribute to the development of capability to meet requirements in working with Maori.</p>	Strategic Services HR	30 Nov 2004
3, 4		<p><i>Implement agreed te reo recognition and reward scheme</i></p> <p>Announce scheme to Departmental employees, establish administrative and management procedures to support the scheme.</p>	Strategic Services HR	31 Jan 2005
3, 4		<p><i>Celebrate achievement in te reo</i></p> <p>Identify and follow up on opportunities to promote achievements in te reo and recognition through the te reo recognition and reward strategy.</p>	Strategic Service Communications	On-going
1, 2, 3, 4		<p><i>Support the development of familiarity with marae protocols</i></p> <p>Investigate options for Department staff to experience local marae and relevant protocol.</p> <p>Support staff seeking to develop skills in aspects of tikanga / protocol.</p>	Managers Managers	On-going On-going

Relates to Objective:	Ref	Action	Responsibility	Date
1, 2, 3, 4		<p><i>Familiarise staff in appropriate Department waiata</i></p> <p>Develop waiata resources for the Department (recorded waiata and waiata books)</p> <p>Investigate a Departmental Waiata</p> <p>Promote the availability of waiata resources</p> <p>Encourage waiata groups and practice sessions</p>	<p>Strategic Services HR</p> <p>Policy Development</p> <p>Strategic Services HR</p> <p>Managers</p>	<p>30 Jun 2005</p> <p>30 Jun 2005</p> <p>30 Jun 2005</p> <p>On-going</p>
3, 5		<p><i>Monitor te reo capability</i></p> <p>Establish system and process for recording te reo achievement on SAP</p> <p>Report annually on te reo achievements and capability levels on a Department wide basis</p> <p>Report on te reo reward and recognition scheme</p>	<p>Strategic Services HR</p> <p>Strategic Services HR</p> <p>Strategic Services HR</p>	<p>30 Jun 2005</p> <p>30 Jun 2006 + annually</p> <p>30 Jun 2006 + annually</p>

Background Information On Te Reo

Te Reo a cornerstone of Maori Culture

Te Reo or Maori language is unique to Maori. The Ministry of Maori Development⁵ points out that it is the cornerstone of Maori culture.

Te Reo like all languages is a mechanism for the transmission of learned cultural habits, traits and mores from one generation to another. This transmission of cultural messages enables a people to make sense of the world in which they live. A language also contributes to the health of a culture and it is important in this respect that support and development of the language contributes to cultural survival.

Te Reo 1850-1970

Academic research and Waitangi Tribunal Reports suggest in the late 1800's and well into the 20th Century Maori language was placed under considerable pressure by policies of the state. Between the periods 1850 to 1970 little consideration was given to the development of Te Reo and educational development focused on the English language. School curricula reflected this attitude and there is ample evidence indicating a mono-cultural/assimilationist policy towards the teaching and support of Te Reo.

Government policy, economic development in main centres, changing socio economic environment, and rural-urban drift, effectively confined Te Reo to the Marae, to religious and other whanau/hapu ceremonial occasions or to whanau who used the language regularly.

Research has shown that over the past 100 years the use of Maori within Maori communities has declined. It also indicates that some Maori have little or no knowledge of the language, most Maori have limited proficiency and some eight percent of Maori adults are highly fluent speakers.⁶

Survival and Revival

By the 1970s Te Reo played a minimal role in the lives of many Maori. During that period it was predicted that Maori would be a language without native speakers once that generation of speakers had passed on. Initiatives to revitalise and manage the survival of the language began through the Kohanga, Kura Kaupapa and Te Atarangi movements.

⁵ Te Puni Kokiri, March 2003

⁶ See National Maori Language Survey, Te Puni Kokiri, 1998 and discussion on Maori language demise Matatupu, 1999, p15

By the early 1990s urgency saw the development of other initiatives through Maori broadcasting, and community language development programmes etc, the language began its fight for recognition, placement and respectability.

Waitangi Tribunal and Te Reo

In 1985 in the Report of the Waitangi Tribunal on Te Reo Maori Claim found that under Article 2 of the Treaty, Te Reo was a taonga and that:

The Crown did promise to recognise and protect the language and that that promise has not been kept. The guarantee in the Treaty requires affirmative action to protect and sustain the language, not a passive obligation to tolerate its existence and certainly not the right to deny its use in any place (Waitangi Tribunal 1986:1)

In response to this report, Government passed the Maori Language Act in 1987 and Te Reo was declared an official language.

The State Sector Act was passed in 1988, which then required all agencies to have personnel policies, which recognised:

- Aims and aspirations of the Maori people
- Employment requirements of the Maori people
- The need for greater involvement of Maori people in the Public Service.

Justice Hardie Boys of the Court of Appeal discussed the Crown's obligation to actively protect Te Reo Maori in the Broadcasting case (1992) ⁷

Thus the protection of the Maori language, an essential element of Maori culture, was and is a fundamental Treaty commitment on the part of the Crown. (2002:94)

Initial Government Maori Language Strategy

During the 1990's there have been moves by Government Departments to become more proactive in supporting Maori language in the work place. A number of Departments have funded and supported Maori language initiatives. A more coordinated approach began to emerge in 1997 when an initial government strategy was developed to generate Maori development. The strategy was revised in 1999 to take the opportunity to research the status of Maori language in New Zealand.⁸

Te Puni Kokiri (Ministry of Maori Development)

At the same time Te Puni Kokiri published two versions of a booklet, Te Matatupu. One version provided guidelines to assist Government Departments in developing Maori Language Strategy and plans, the other focusing on 'other' organisations.

⁷ See the discussion in He Tirohanga o Kawa ki te Treaty of Waitangi, 2002, p94

⁸ See He reo e korerotia ana – He reo ka ora, March 2003, pg 4.

In the same year Te Puni Kokiri released Tūaoma⁹, describing the journey Maori language has taken from being an 'endangered language' to a position where danger exists but at a point where both Maori and Government are taking steps to manage a revitalisation of Te Reo.

In March 2003 Te Puni Kokiri, He reo e korerotia ana- He reo ka ora, was published indicating:

Government agencies will be allocated specific responsibility for various Maori language roles, and will be required to prepare detailed implementation plans to demonstrate how they will achieve the Maori language goals over the next five to ten years.

Te Taura Whiri I Te Reo Maori

The passing of the Maori Language Act 1987, established the Government's Maori Language Commission, Te Taura Whiri I Te Reo. One of the roles of Te Taura Whiri I Te Reo is to promote and support the use of Te Reo. This organisation developed Whakamataura To Reo Maori, which consisted of a general Maori language knowledge test, a set of sector-related Maori language proficiency examinations and a proficiency test framework.

⁹ Tūaoma, The Maori Language Strategy, 1999, Te Puni Kokiri

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