

Language policy and planning in superdiverse times: Aotearoa/New Zealand

Ngā Reo maha, Ngā Reo Rere – Shaping a Multilingual Auckland

Launch of the Tāmaki Makaurau Auckland Languages Strategy

27 November 2015

Sharon Harvey

Auckland University of Technology

Superdiverse and new times?

- New times – coined by Stuart Hall, circulated further by Gee, Hull & Lankshear (1996)
- New Times names the idea that the 1980s and 90s represent a significant break with previous history
- Late modernity? (Bauman)
- Fast capitalism
- New work order Fordism to post fordism
- New technologies
- Thatcherism and Reaganism

2000s plus

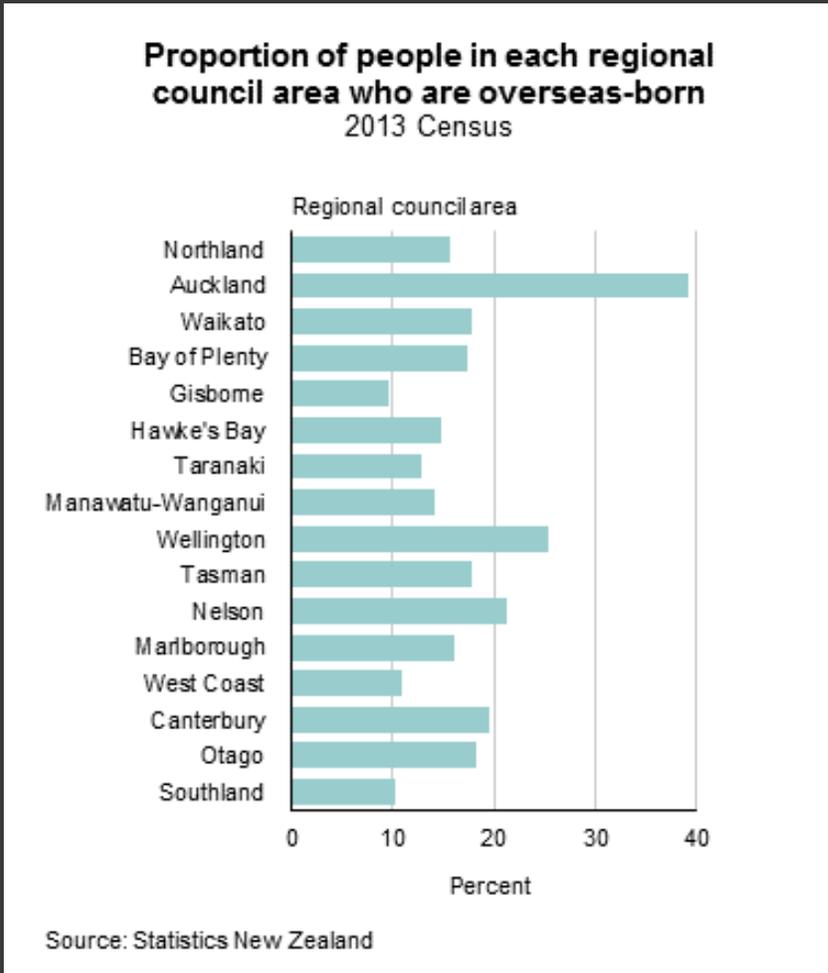
- Linguistic and ethnic superdiversity
- What's new? We are always new – always in the becoming – signifies a questioning of our current presence. How could what we are, have been different/could be different?
- How to imagine now differently?
- Not easy.....

What's new about superdiversity (Vertovec 2006)?

- A layering upon layering, and interweaving of diversity
- ... a transformative 'diversification of diversity' (Vertovec 2006)
- The multiplication of people of different national origins, but also differentiations regarding migration histories, religions, educational backgrounds, legal statuses and socio-economic backgrounds (and languages)
- Heightened visibility of indigeneity
- ... a heuristic for enquiring about inequality and complexity (Blommaert 2012)
- Traditionally not well equipped to address such complex and dynamic patterns of non-stability – our structuralist and synchronic toolkit has prepared us for precisely the opposite (Blommaert 2012)

Is Aotearoa/NZ superdiverse?

(Statistics New Zealand, 2013 census)



- Auckland
 - 39.1% (an increase from 37.0% 2006);
- New Zealand
 - 25.2% in 2013
 - 22.9% in 2006
 - 19.5% in 2001

Top 20 languages spoken in New Zealand

(Statistics New Zealand, 2013 census)

Language spoken	Census (usually resident population count)	Language Spoken	Census (usually resident population count)
TOTAL responses	5,140,203	Tongan	31,889
TOTAL people	4,242,051	Tagalog (Philippines)	29,016
English	3,819,969	Afrikaans	27,387
Māori	148,395	Spanish	26,979
Samoan	86,403	Korean	26,373
Hindi	66,309	Dutch	24,006
Northern Chinese	52,263	NZ Sign Language	20,235
French	49,125	Japanese	20,148
Yue (Southern China – Cantonese and others)	44,625	Panjabi	19,752
Sinitic (Mandarin and other Sino-Tibetan, syn. to Chinese languages)	47,753	Gujarati	17,502
German	36,642	Arabic	10,746

A comment on NZ 'superdiversity'

- More than 200 countries of birth, over 160 languages spoken in 2013
- In only 16 (8 %) cases does the birthplace population exceed 10,000 (excluding NZ)
- Similar situations exist for our ethnic groups and our languages spoken
- We are 'superdiverse' but it is quite a 'slim' diversity for many of the birthplaces, ethnic groups and languages – (Bedford 2015)
- What should/could the policy response to 'slim diversity' be?? Surely not to ignore it exists.

New (superdiverse) times have implications for systems

- Where once we thought we needed authoritarian systems (command economies, head office, chains of management)
- To deal with complexity we maybe need: 'non authoritarian hierarchy' – large scale alignments with help and support from the centre – distributed systems
 - '...many small, efficient and self-controlled local units act in fluid, flexible and sometimes ephemeral combinations while being assisted by a 'top' that cannot directly control them, nor fully understand them and their actions' (Gee, Hull & Lankshear, 1996, p. 50).
- Can act on, get responses from and consult with - centre
- Centre needs to be informed (intelligent) and active but not controlling
- Distributed systems are symbiotically integrated and co-adapted with centre maybe even co-produced
- Can we/should we produce policies that can frame these ways of thinking, doing and changing (and especially doing the best for all our people)?

Language policy and planning

- Field of language policy is about language and its role in social life (Ricento, 2006) and is a field of power
- As LPP researchers we seek not only amelioration of people's linguistic conditions, but - with Bakhtin – we need to challenge the foundations of linguistic discrimination and inequity' (Bell, 2014 p. 329) – with something fundamental and comprehensive (Hymes)
- 'There is no "view from nowhere", no gaze that is not positioned' (Irvine and Gal 2000 p. 36 in Bell 2014 p. 256)
- So: How/when and where did we get our view on languages in Aotearoa today?
- Could language/s be planned for differently and better in superdiverse times?

Thinking about a national languages policy: Aotearoa for the superdiverse 21st century

- Revived interest in a national languages policy for New Zealand.
- Fuelled by a realisation that our greater ethnic and linguistic diversity brings with it a responsibility to ensure that the linguistic needs and rights of all citizens are met equitably.
- Young New Zealanders, in particular, need a greater range of linguistic and intercultural repertoires to meet the challenges and opportunities of our multilingual region, and globalisation more generally.
- A comprehensive national languages policy would need to attend to both these multifaceted issues with the revitalisation of Māori as its foundation, across all policy fields.

45+ years???? How much longer???

Robert Kaplan (1994) American Language Institute, University of Southern California,

Annual Review of Applied Linguistics (1993/1994) 14, 156-176.

Professor Emeritus, Applied Linguistics and past Director of the

A search of the documentation available in New Zealand (see, e.g. Kaplan 1981, National Language Policy Secretariat 1989) suggests that the notion of a National Languages Policy has been under discussion in New Zealand for more than a quarter of a century. Largely, that discussion has produced a great number of seminars, retreats, symposia, colloquia, and other meetings, and a plethora of reports, most now overtaken by time. It is probably the case that no one individual is aware of all the various reports; at this point, it would hardly be worthwhile to try to become acquainted with all of them. What is important is that a great many people in New Zealand, over a considerable span of time, have believed, and apparently continue to believe, that New Zealand needs a National Languages Policy. Why this should be so is a question worth exploring (Kaplan, 1993/4)

Attitudes to language/s a sign of vestigial racism in New Zealand?

A high rate of poverty, a substantial income gap between the rich and the poor, and significant over-representation of minorities in unemployment and underemployment, in arrests, in convictions, in incarceration, in substance abuse, and in a whole range of other societal ills, compounded by linguistic insensitivity and misunderstanding, underlie New Zealand's current language problems (Kaplan 1994)

Richard Schmidt (2008, p. 621) *The Modern Language Journal*

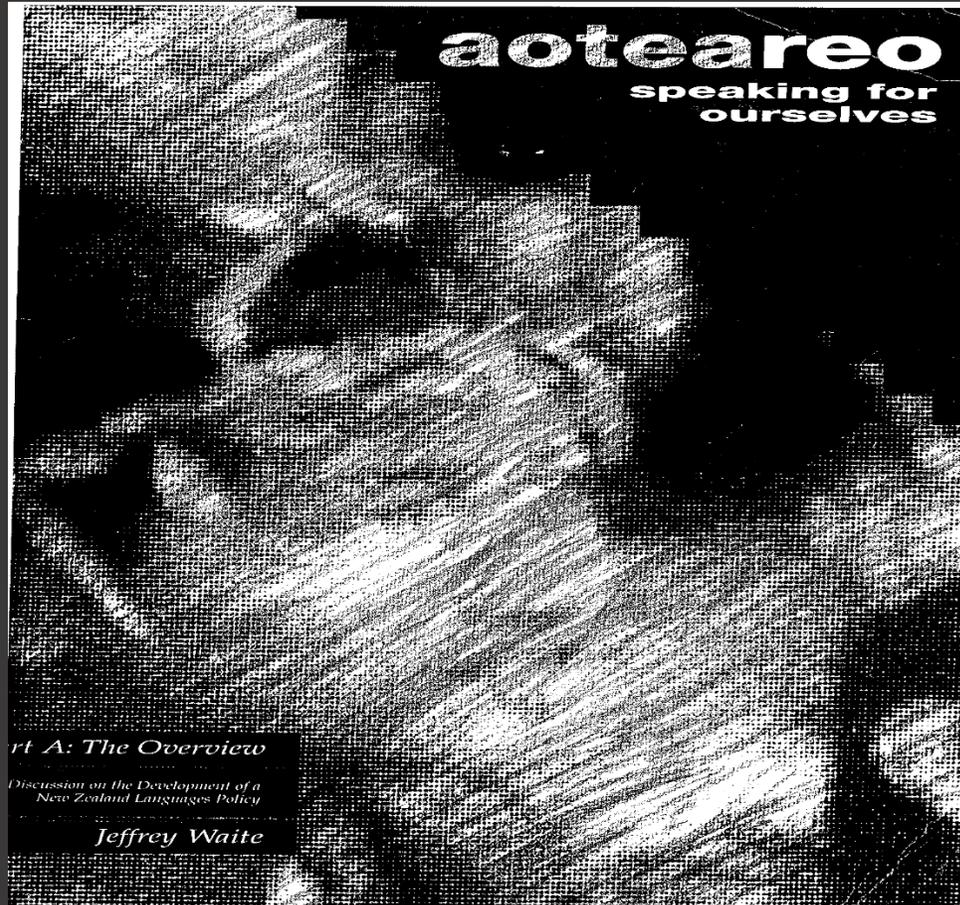
The US does not have anything like an explicit, coherent and generally agreed upon national language policy. English is both the country's national language... and the taken-for-granted language of government, law and official business, but neither role is explicitly recognised in ... law.... There is no national consensus about the role of Spanish or any other language in the United States, whether these are seen as 'second', 'foreign' or 'heritage' languages ...we have a largely implicit policy of linguistic assimilation for language minorities (subtractive bilingualism), combined with a positive stance toward foreign language study by English-speaking ('mainstream') students.

History of national language policy in NZ

- Maybe 45 years???? (Kaplan 1993/1994)
- *Aotearoa: Speaking for ourselves 1992*
- Human Rights Commission - throughout 2000s
- Royal Society of New Zealand - 2013

Discursively different move here was to link *superdiversity* with the need to have national level planning around language and culture across policy spectrum – not just in education field

1992 – Language Policy Framework Never adopted



The Priorities

Introduction

Revitalisation of the Maori language

Second-Chance Adult Literacy

Children's ESL and First Language Maintenance

Adult ESL

National Capabilities in International Languages

Provision of Services in Languages Other than English

Our economic growth is linked directly to our ability to succeed in an increasingly competitive international economy and an increasingly high-tech environment. In response to this, we must achieve ever higher levels of literacy; and while maintaining our traditional links with English-speaking countries, we must become more familiar with the languages and cultures of the dynamic countries of East Asia and the European Community.

New Zealand's growing diversity is reflected in a growing linguistic diversity. More trade is occurring with the non-English-speaking world, more migrants are coming to settle here with a language other than English, more children are learning in Maori, more students are coming from overseas to learn English, and more tourists are visiting New Zealand from non-English-speaking countries than ever before.

Faced with these major changes, New Zealand needs to adopt a coherent and comprehensive approach to all these language issues. This document attempts to present a coherent and comprehensive picture, by addressing fundamental questions relating to our precious language resources, including:

- the opportunities for all children and adults to learn English;
- the growing need for New Zealanders with skills in major international languages to enhance our competitiveness;
- the place of Maori as an official language of New Zealand;
- the need for increasing levels of adult literacy in the workplace;
- the possibilities for ethnic communities to maintain their own languages;
- the provision of access to social services for all New Zealanders, including those with communication difficulties.

This commissioned report is published in order to seek the broadest possible range of views on the development of a New Zealand Languages Policy. It is because of the importance of language, languages and literacy to a wide variety of national interests that I seek your ideas and opinions on the issues raised by this document. Responses should be sent to: Secretary for Education, Ministry of Education, Box 1666, Wellington, by 1 October 1992.



Lockwood Smith Ph.D.
Minister of Education

The Australian National Languages Policy 1987

- The overarching justifications of the NPL were expressed as four Es:
- **Enrichment**: representing intellectual and cultural enrichment, for individuals and for the wider society;
- **Economics**: facilitating trade and commercial relations, with a special emphasis on the Asian region, but not neglecting Europe and other parts of the world;
- **Equality**: representing enhanced social and educational participation and opportunity for immigrant and indigenous communities and for speakers of non-standard varieties of English as well as for users of Australian Sign Language and for those students with language disabilities;
- **External**: facilitating strategic responses to diplomatic, commercial and security interests (Lo Bianco 1987, 2002).

Language and Justice – current issues

- Charged with fraud in respect of a document but can't read the document.... (Harvey 2007)
- Police interviews – varying levels of intercultural in/competency
- Adequate interpreting services?
- Multilingual prison population
- Jury service – how do migrants participate? Should there be a minimum standard of English or translation interpreting services available? (Smith 2015)

'As mentioned above, the Courts and Tribunals Enhanced Services Bill will amend the Juries Act to enable Registrars to excuse, or defer the service of jurors with *language disabilities*. This will be able to occur without the juror having to attend court'

(H. Smith, personal communication, May 11, 2015).

Crisis in language/s in education???

- 2013 census shows decline in Māori speaking te reo Māori.
- Low levels of English academic literacy for Pacific and Māori learners.
- Decline of more than 22% (21,743) of secondary students studying subject languages since 2008. In 2008, the number of students learning subject languages was 98,069 and in 2015 it has decreased to 76,326.
- Multilingual/plurilingual students have their English assessed when they start school in readiness for possible ESOL funding and assistance that might be required. This is seen as a remedial action – to bring students up to the level of ENS speakers.
- Language repertoires are not systematically attended (not maintained or developed) to in the New Zealand education system.
- Ten million dollars contestable for Asian language learning (ALLiS) and no strategic discussion over what languages (Chinese, Korean and Japanese only) where, when and by whom, to what level of proficiency – PD for teachers?
- Hindi is the fourth most spoken language in NZ, a heritage language, community language, an important trade language – why isn't it taught in our schools?
- Most? New Zealand students leave school with functional proficiency in only one language – English – Asia and Europe often three languages. Where is the discussion over English, Māori and one other?
- Special case of Pacific languages in NZ not attended to systemically.
- Language teacher capacity.
- Public discourse focussed on 'the basics': (English) Literacy and Numeracy.
- NO JOINED UP THINKING ABOUT THESE ISSUES –Educating for monolingualism in English?

Changes in numbers of students learning 'additional' languages in NZ secondary schools

Ministry of Education. (2015). *Secondary School Subjects 1996-2015*.

Numbers of students learning language in Years 9-13	2008	2009	2010	2011	2012	2013	2014	2015	Changes 2008 -2015
French	28,245	21,197	23,856	23,234	22,379	21,570	20,478	19,027	-9,218
Te Reo Māori	26,339	25,261	22,884	23,543	22,813	23,361	22,729	21,977	-4,362
Japanese	18,157	17,304	14,506	14,482	12,473	12,044	11,888	10,843	-7,314
Spanish	10,900	11,167	10,970	11,309	11,680	11,680	11,573	11,464	564
German	6,251	6,085	5,554	5,200	4,663	4,477	4,185	3,837	-2,414
Latin	2,339	1,895	1,785	1,689	1,557	1,501	1,533	1,299	-1,040
Samoan	2,311	2,161	2,047	2,181	2,257	2,391	2,422	2,192	-119
Chinese	1,891	2,077	2,119	2,632	2,849	3,277	4,218	4,313	2,422
Other languages	1,174	561	387	421	430	453	388	451	-723
Tongan	220	340	376	414	515	540	577	593	373
Cook Island Māori	117	342	375	378	335	269	267	230	113
Niuean	80	65	59	71	114	46	62	40	-40
Korean	45	76	75	64	0	77	49	48	3
Tokelauan	0	61	29	47	38	24	36	12	12
Russian	0	0	0	0	0	2	0	0	0
Indonesian	0	0	0	27	0	0	0	0	0
Total	98,069	88,592	85,022	85,692	82,103	81,712	80,405	76,326	-21,743

2000s - Human Rights Commission and language policy – Joris de Bres

Priorities in the implementation of a national languages policy are to:

- Establish an appropriate coordinating and monitoring mechanism for language policy and identify lead organisations for specific language and sector strategies
- Develop and maintain strategies for the identified languages and sectors
- Promote cooperation and sharing between agencies and communities in the development of strategies, resources and services
- Promote positive public attitudes to language diversity and increase the number of people learning languages
- Train and support more teachers of languages
- Develop resources to support language learning and use.

Languages of Aotearoa (RSNZ, 2013)

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Paper outlined the major language issues in New Zealand:

- The position of the statutory languages of New Zealand, Te Reo Māori and New Zealand Sign Language.
- Access to English for the whole community.
- Consideration of the many languages used by the people of New Zealand.
- Language capabilities required in a super-diverse society.
- The importance of language capacity in international trade connections.
- The ability for contemporary research to aid examination into language practice in society.
- The fragmented nature of language policies within New Zealand society and the opportunities for a national, unified approach – a national languages policy.

Paul Behrens et al

Already a robust research base from which to act.

RSNZ paper impact



Hon Hekia Parata, Education Minister in a letter to Dame Tariana Turia, co-leader of Māori party in 2013:

“The paper launched by the Royal Society on “Languages in Aotearoa New Zealand” is an interesting and informative summary of the wide range of issues for languages in our country. While it discusses the place of education, both in the maintenance of languages and raising student achievement, it also identifies important benefits both to individuals and to wider society.” (Parata H., 03 April 2013)

Peer-reviewed research (scholarly articles, book chapters, theses, commissioned reports, etc.)

Mass-media – television, radio, newspaper, social media, press releases

Ngā reo me te kanorautanga nui i Aotearoa

the ROYAL
SOCIETY of
NEW ZEALAND
TE APĀRANGI

He pōwhiri ki tētahi awheawhe mō te kanorautanga nui i Aotearoa

Taite 21 o Haratua 2015

Me tae atu hei te 2.45pm kia timata ai i te 3pm.

Ka paramanawa hei te 4.45pm

Te Whare Apārangi, Royal Society of New Zealand,
11 Te Tiriti o Turnbull, Thorndon, Te Whanganui-ā-Tara

Kei te tere te huri o te iwi whānui o Aotearoa. Koinei tētahi o ngā taupori tino kanorau i te ao katoa. ā, he maha hoki ōna reo. Kua tae ki te wā me āta whakaaro tātau mō ngā reo mai i te tirohanga kaupapa here? Ko ngā take whāti mō Aotearoa ko te whakaoranga o te reo Māori, te tautoko i Te Reo Rotarota o Aotearoa (NZSL), me te wāhanga o ngā reo o Te Moananui-a-Kiwa i roto i te mātāuranga. Me whakaaro ā-rautaki mō te wāhi o ngā reo kaiheke me ngā reo o te ao i roto i te horopaki o ngā whakaritenga reo ā-motu puta noa i ngā wāhanga kaupapa here.

Mā te whai i te pepa o te 2013 Royal Society of New Zealand Languages in Aotearoa/New Zealand, ka āta tiroiro tēnei awheawhe ki ngā ia o te rua tau. E wātea ana te pepa o te tau 2013 hei tikiake mō te koreutu mai i te paetukutuku a Te Apārangi (www.royalsociety.org.nz/languages-in-aotearoa-new-zealand/).

I taua rā, ka rongō koe i tētahi tātaritanga a te National Ethnic Projections o te 21 o Haratua 2015 mai i a Tātauranga Aotearoa, nā Richard Bedford, te Ahorangi o Ngā Mātāuranga Kaiheke i AUT University, me te Perehitini o Te Apārangi. Ka kōrero te Kaihautū Whanaungatanga ā-Iwi a Kahurangi Susan Devoy mō ngā pānga rautaki o te kanorautanga reo me te ahurea o Aotearoa me te Ahorangi Tuarua a Sharon Harvey, Te Ūpoko o te Kura Reo me te Ahurea o AUT University, ā, ka āta tiroiro i ngā tūhononga i waenga i ngā reo, kaupapa here hoki. I āwhina a Sharon ki te whakawhanake i te pepa a Te Apārangi i te tau 2013.

I te ahiahi ka tonoa koe ki te matapaki me te kōrerorero i ēnei take me ētahi atu kaiwhakataua tikanga matua.

Pae taha:

Ko roto i te awheawhe:

Mihi nā te Kaumātua a Peter Jackson

Kapa Haka, nā te rōpū kapa haka o Te Kāretu Kōtiro o Te Whanganui-ā-Tara me Te Kāretu Tamaāne o Te Whanganui-ā-Tara

Tātaritanga o te raranga matapae mātawaka o 21 o Haratua 2015 mai i a Tātauranga Aotearoa – Ahorangi Richard Bedford QSO FRSNZ, Ahorangi o Te Mātāuranga Kaiheke o AUT University

Te Pānga o te Kanorautanga Reo me te Mātawaka o Aotearoa – Kahurangi Susan Devoy DNZM CBE, Kaihautū Whanaungatanga ā Iwi

Kaupapa here me ngā reo: kei hea ngā tūhononga? – Ahorangi Tuarua Sharon Harvey, Ūpoko o te Kura Reo me te Ahurea o AUT University

Kōrerorero a te rōpū matapaki me ngā kaimātakitaki

Paramanawa

Tēnā tuku kōrero mai mēnā kei te haramai koe mā te RSVP ki a Glad Catley i mua o te 14 o Haratua 2015: rspv@royalsociety.org.nz

Mō ētahi atu kōrero me whakapā atu ki a: Dr Marc Rands
Waea: 04 470 5754
marc.rands@royalsociety.org.nz

Languages and super-diversity in Aotearoa/New Zealand

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Invitation to workshop on languages and super-diversity in Aotearoa/New Zealand

Thursday 21 May 2015

Arrive at 2.45 for a 3pm start

Refreshments served from 4.45pm

Te Whare Apārangi, Royal Society of New Zealand,
11 Turnbull St, Thorndon, Wellington

New Zealand society is changing rapidly. It now has one of the most diverse populations in the world, with a multiplicity of languages that comes with this. Is it time to think seriously about languages from a policy perspective? Specific issues for New Zealand include the revitalization of te reo Māori, support for New Zealand Sign Language (NZSL), and the role of Pasifika languages in education. We also need to think strategically about the place of migrant and international languages in the context of our future national language requirements across all policy fields.

Building on the 2013 Royal Society of New Zealand *Languages in Aotearoa/New Zealand* paper, this workshop examines the trends two years on. The 2013 paper is available for download free from the Royal Society of New Zealand website (www.royalsociety.org.nz/languages-in-aotearoa-new-zealand/).

On the day, you will hear an analysis of the 21 May 2015 National Ethnic Projections from Statistics New Zealand by Richard Bedford, Professor of Migration Studies at AUT University, and President-elect of the Royal Society of New Zealand. Race Relations Commissioner Dame Susan Devoy will discuss the strategic implications of New Zealand's linguistic and cultural diversity; and Associate Professor Sharon Harvey, Head of the School of Language and Culture at AUT University, will examine the connections between languages and policy. Sharon helped lead the development of the Society's paper in 2013.

At the end of the afternoon you will be invited to discuss and debate these issues with other key decision makers.

The workshop will include:

Mihi by Kaumātua Peter Jackson

Kapa Haka from Wellington Girls College and Wellington Boys College Kapa Haka group

Analysis of 21st May 2015 ethnic projection data from Statistics New Zealand - Professor Richard Bedford QSO FRSNZ, Professor of Migration Studies at AUT University

The Implications of New Zealand's Language and Ethnic Diversity - Dame Susan Devoy DNZM CBE, Race Relations Commissioner

Policy and languages: where are the connections? - Associate Professor Sharon Harvey, Head of the School of Language and Culture at AUT University

Panel and audience discussion

Refreshments

Please register your attendance by RSVP to Glad Catley by 14th May 2015: rspv@royalsociety.org.nz

For further information please contact: Dr Marc Rands
Phone: 04 470 5754
marc.rands@royalsociety.org.nz

Superdiversity Centre for Law, Policy and Business (2015)

Superdiversity Stocktake

Implications for Business,
Government & New Zealand

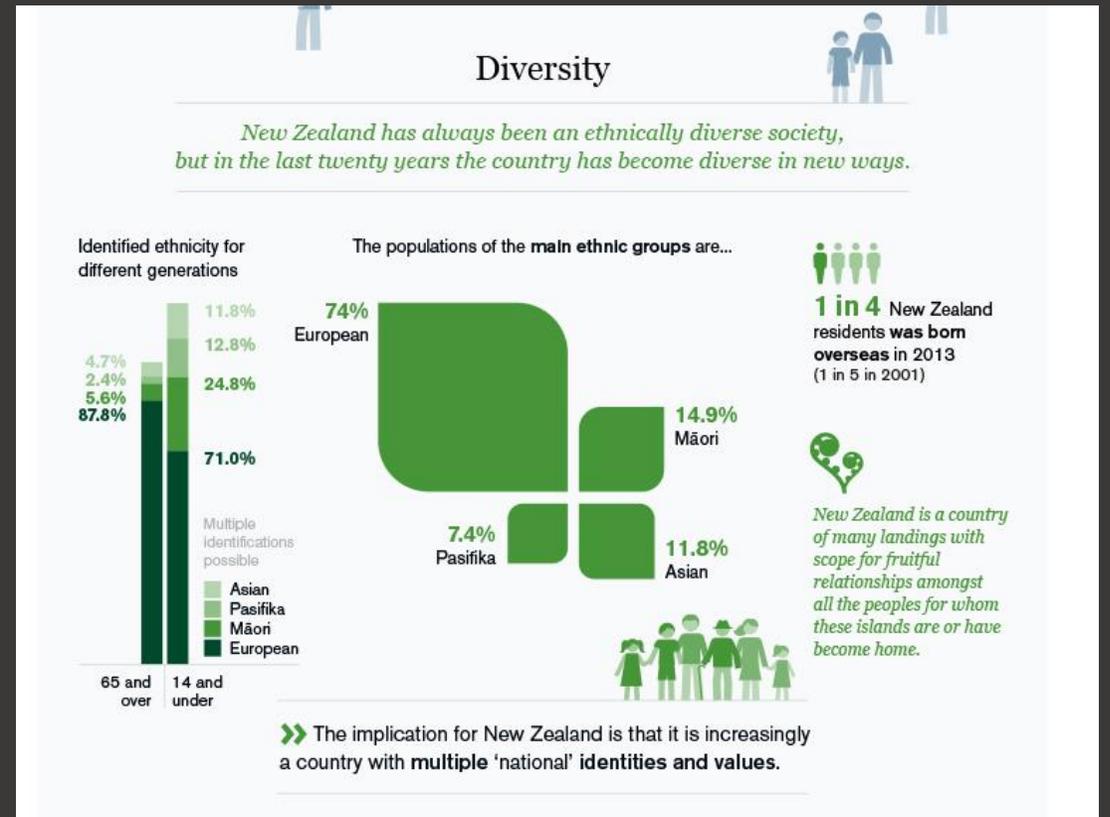
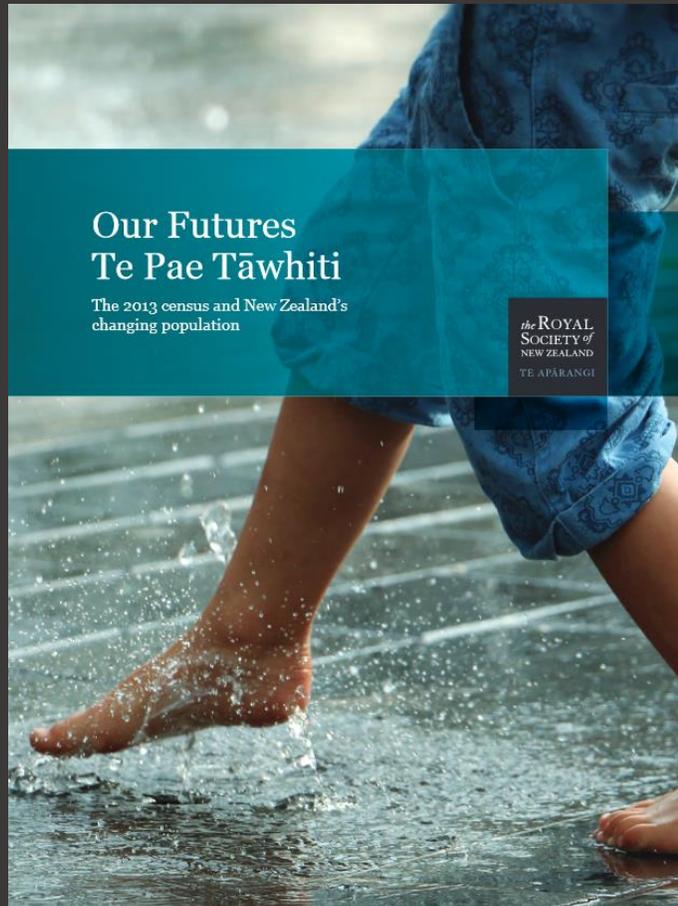
By Mai Chen



S U
P E R
D I V E R
S I T Y
Y

Our futures: Te Pae Tāwhiti

(Royal Society of New Zealand, 2014)



Nga Reo Maha Nga Reo Rere Shaping a Multilingual Auckland

Tāmaki Makaurau Auckland Languages Strategy Launch

DATE/TIME 27 NOV
8:30AM - 4:30PM
NOVEMBER 27, 2015

LOCATION
OWEN G. GLEN BUILDING
THE UNIVERSITY OF AUCKLAND
12 GRAFTON ROAD, AUCKLAND

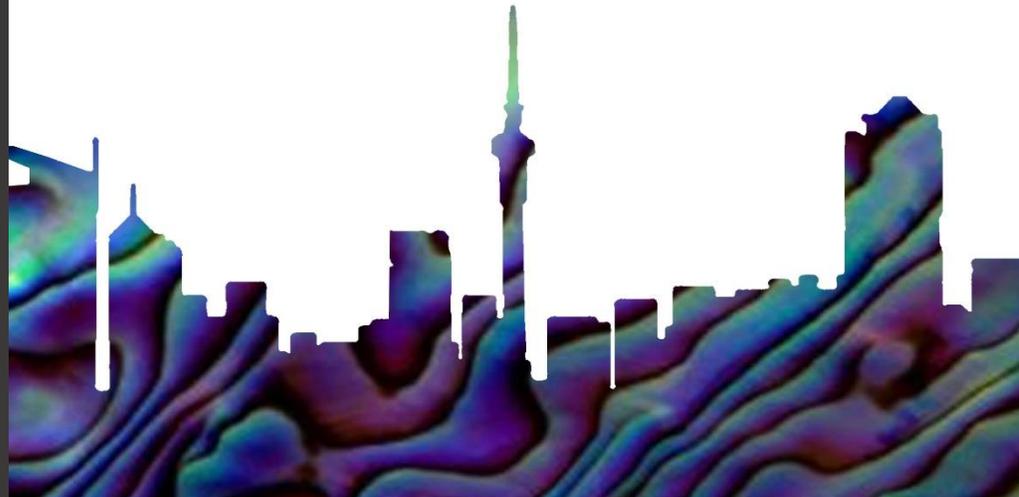
The Tāmaki Makaurau Auckland Languages Strategy aims to establish a shared agenda for a multilingual Auckland, aligning policy and practice to support, promote and foster all the city's diverse languages and cultures.

Registration \$85
Early bird rate by 12 Nov \$78

- ✓ Exciting keynote speakers
- ✓ Workshops about current practice
- ✓ Hands-on planning for action

Register now at:

<https://www.eventbrite.co.nz/e/shaping-a-multilingual-auckland-tickets-19199768023>



Things to consider

- Want to see an enabling rather than a constraining languages policy – one that expands and develops peoples' linguistic and communicative repertoires
- How do we draft a policy that can handle complexity, diversity, dynamism and change?
- Need a policy that sees our language ecology/environment in Aotearoa/NZ as constitutive of who we are when 'we' is forever changing
- Can the government systemically manage a comprehensive languages policy?
- (Where would a languages policy be located)?
- What would the job/s of such a policy be? E.g. equity and access for all/ preserving linguistic diversity/cosmopolitan citizenship? All of these things?
- What would the policy components/domains of a languages policy be?
- Can we imagine and enact something really 'productive' (Foucault) within the neoliberal state?
- Could the job of a national languages policy be to provide a frame for having national scale language, diversity and equity focussed conversations – where these terms relate to everyone.

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