

Office of Te Minita Whanaketanga Māori

**Chair
Cabinet Economic Development Committee**

MĀORI MEDIA SECTOR SHIFT

Proposal

1. This paper advises Cabinet of my intention, as the Minister for Māori Development, to undertake a policy review of the Māori broadcasting sector, entitled *Māori Media Sector Shift*. This review will contribute to the legislative review of Te Ture mō Te Reo Māori 2016 (Māori Language Act 2016), expected to commence in May 2019.

Executive Summary

2. New and advancing technologies have disrupted the traditional broadcasting environment. The growth of digital convergence has resulted in fragmenting audiences and shifts in audience behaviours as they demand more diverse and engaging content across a range of delivery platforms. Publically-funded Māori media has not been exempt from these changes and faces a number of challenges in achieving its overarching objective of supporting and promoting te reo and tikanga Māori, within this environment.
3. It is important that the current Māori broadcasting entities and organisations are fit-for-purpose, and that the Māori media sector is appropriately aligned to produce engaging Māori content for a range of audiences on their media platform of choice. This means ensuring that there are: clear and coordinated policies and strategies in place; and that public funding is distributed effectively and efficiently across the sector, to deliver the best outcomes for te reo and tikanga Māori.
4. While I recognise that a number of strategic initiatives or shifts are currently being undertaken within public and Māori broadcasting, a specific review of the Māori media space is required to instil a robust system that can tackle the current and future challenges of the sector.

Background

5. The broadcasting environment is undergoing rapid and constant change, primarily due to technological advances. Disruption of the traditional broadcasting environment, and the resulting audience fragmentation and behavioural shifts, has raised questions as to the relevance and ongoing viability of broadcast television and radio, both within the commercial and public systems. In New Zealand, this has

been exacerbated by the fact that there is a small population, and that our media environment is characterised by deregulation and commercialism.

6. While a range of public service imperatives exist for public funding and broadcasters in New Zealand, it is important to note that the Māori broadcasting sector exists primarily to realise outcomes for te reo and tikanga Māori:
 - a. Te Ture mō Te Reo Māori 2016 recognises that te reo Māori is a taonga of iwi and Māori and is protected by Article Two of Te Tiriti o Waitangi
 - b. Māori Television Service Act 2003 recognises that the Crown and Māori together have an obligation to preserve, protect and promote te reo Māori through broadcasting
 - c. Broadcasting Act 1989 notes that the primary function of Te Māngai Pāho (the Māori broadcasting funding agency) is to promote Māori language and culture by funding broadcasting programmes and content.
7. The last review for Māori broadcasting was undertaken by the Ministry of Commerce in 1998, and focussed only on iwi radio broadcasting [CAB ECO (98) 243 refers]. This review culminated in new additional FM frequencies and criteria for iwi radio licences and their licence holders. Since then, Māori Television had its inaugural broadcast in 2004, launched the Te Reo channel in 2008, and a review of the Māori Television Service Act 2003 was concluded in 2009. Considering that in the past twenty years there has not been a holistic review of Māori broadcasting, and noting the rapidly changing broadcasting and media environments, I consider that a full policy review of the relevant Māori media entities and organisations is timely. Next year's legislative review of Te Ture mō Te Reo Māori 2016, will also provide the opportunity to undertake any legislative changes that may arise from this review.

Comment

8. This purpose of this review is to explore the most effective and efficient way of funding and producing te reo and tikanga Māori content, and structuring the Māori media sector, to achieve the best outcomes. Key to this will be how to encourage collaboration and innovation, through the funding, production and distribution of Māori content and addressing if Māori broadcast entities and organisations are still fit for purpose, and able to adapt, in the new multi-media digital environment.
9. This review aims to accelerate the transition of the Māori media sector to a digital, multi-platform environment, focussed on the creation and distribution of engaging and innovative te reo Māori content. This will be to encourage and energise better impacts towards the objective of te reo Māori revitalisation.

Review Scope

10. I propose that Te Puni Kōkiri will facilitate and lead this review. It will be undertaken in consultation with te reo Māori sector entities – Te Mātāwai, Te Taura Whiri, Te Māngai Pāho, and the Māori Television Service – whom I will meet with every six weeks for formal wānanga, beginning in late October.

11. The scope of the review (included in the attached Terms of Reference) includes the assessment of, and options on:
 - a. the funding of te reo and tikanga Māori programming/content, including quantum and distribution
 - b. the delivery of te reo and tikanga Māori programming/content, including platforms and independent production
 - c. the rights, retention and access to te reo and tikanga Māori programming/content, including intellectual property and archiving
 - d. governance structures and mechanisms which enable collaboration and innovation.
12. The entities and organisations that will be included as part of this review, as publicly funded Māori broadcasting entities, are: Te Māngai Pāho, the Māori Television Service, and Te Whakaruruhau o Ngā Reo Irirangi Māori (and related iwi radio stations).
13. Wider organisations that are relevant to this review and will be engaged through this process, are: Te Mātāwai, Ngā Aho Whakaari, other (self-funded) iwi radio stations, New Zealand Film Commission, and Te Pae Tawhiti (a cross-sector forum of key stakeholders). There are also other organisations that have responsibility for supporting te reo and tikanga Māori content, including New Zealand on Air and Radio New Zealand. While these organisations are administered through other portfolios, this review will provide an opportunity to engage with these organisations, and to explore the alignment of priorities and outcomes with the Māori broadcasting entities.

Other Strategic Reviews

14. In response to the changing digital and broadcast environment, Te Māngai Pāho and the Māori Television Service are both currently undergoing strategic refreshes. The intention is for this review to support and lead further changes within the Māori media sector, by ensuring it is better positioned to perform and adapt in a rapidly changing environment.
15. This review will also interconnect with the work that the Minister of Broadcasting, Communications and Digital Media is currently undertaking. The Minister's Public Media Advisory Group is to advise on the long-term sustainability of public media. This work will inform a Budget 2019 initiative, to be developed by the Minister of Broadcasting, Communications and Digital Media in consultation with myself and the Minister for Pacific Peoples. The Advisory Group has also reported on a proposal for a Media Commission, which is to be the subject of a paper to this committee. This connection is important to note, because responsibility for supporting and promoting te reo and tikanga Māori spans the whole public broadcasting spectrum and is not exclusively the remit of the Māori media sector.

16. The Maihi Karauna is the government's te reo Māori strategy. The Māori media sector entities are key contributors to the aspirations outlined in the strategy, and will have an important role in supporting the delivery of Maihi Karauna objectives. Therefore, the priorities of the Maihi Karauna will help shape the direction of this review, as well as providing a framework for collaboration across the sector.
17. Occurring concurrently with this review is upcoming engagement to address the radio spectrum Treaty of Waitangi claims. I am working closely with the Minister of Broadcasting, Communications and Digital Media, and the Minister for Crown/Māori Relations on imminent engagement with claimants and other Māori stakeholders in relation to this. The objectives from this work seek common goals to promote te reo and tikanga Māori, and to increase economic development across ICT, broadcasting and spectrum-related sectors. These outcomes could have implications for the future of Māori digital media production and distribution.
18. Throughout the review process I expect to engage regularly with the Minister of Finance (stakeholder Minister for the Māori Television Service); Minister of Broadcasting, Communications and Digital Media; and Marama Davidson MP and Jenny Marcroft MP (members of the Māori Affairs Select Committee). I will also consult regularly with the Chairpersons and Chief Executives of the te reo Māori sector entities: Te Mātāwai, the Māori Television Service, Te Māngai Pāho, and Te Taura Whiri i te Reo Māori.

Structural Reform

19. Due to the scope and context of this review, and that previous reviews within Māori broadcasting have had a limited scope, there is the potential that structural reform of the sector may be necessary. I intend for this review to consider these potential changes, but anticipate that the statutorily required review of Te Ture mō Te Reo Māori 2016 (under section 44 of the Act) will more closely consider this issue. The Te Ture mō Te Reo Māori 2016 review will provide the opportunity to make any required legislative changes, and implement sector-wide reform if required.

Consultation

20. The following agencies have been consulted on this Cabinet Paper: the Treasury, the Ministry for Culture and Heritage, and the Ministry of Business, Innovation and Employment. The Department of the Prime Minister and Cabinet has been informed.

Financial Implications

21. This paper does not have any immediate funding implications. However, it is likely that Te Māngai Pāho and the Māori Television Service will be involved in the Budget process for public broadcasting being led by the Minister of Broadcasting, Communications and Digital Media. I intend for this review to inform this process. I also anticipate that the review could have future financial implications which will be addressed through regular Budget processes.

Human Rights

22. This paper does not raise any human rights implications.

Legislative Implications

23. This paper does not have any immediate legislative implications. However, the findings of the review may inform the development of advice and possible legislation changes for the review of Te Ture mō Te Reo Māori 2016.

Regulatory Impact Analysis

24. A Regulatory Impact Statement is not required for this paper as it does not introduce or modify regulations.

Publicity

25. There is no planned publicity resulting from this paper.

Recommendations

26. I recommend that the Committee:

1. **Note** that Te Puni Kōkiri will be undertaking a policy review entitled *Māori Media Sector Shift*.
2. **Note** that this review will contribute to the legislative review of Te Ture mō Te Reo Māori 2016, expected to commence in May 2019.

Authorised for lodgement

Hon Nanaia Mahuta
Te Minita Whanaketanga Māori
_____/_____/2018