

BRIEFING TO INCOMING MINISTER OF MĀORI AFFAIRS 2008



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1 INTRODUCTION

Broadcast content is recognised as having significant impact on the way people see and understand themselves, their communities, and society as a whole. The sheer pervasiveness of radio and television gives these media the potential to promote, reflect and share those things that are important to a nation, and to provide a public venue for debate and discussion.

For the past 20 years successive administrations have recognised the crucial role broadcasting plays in promoting and developing Māori language and culture. It is the broadcasting media, and more recently, newer technologies like the internet, that to a very large extent give all New Zealanders access to Māori language and culture.

The Broadcasting Act 1989 stipulated that one of the specific functions of NZ On Air is to “reflect and develop New Zealand identity and culture by ... promoting Māori language and Māori culture” [s 36(a)]. Four years later, in 1993, Te Māngai Pāho was established as a separate broadcasting funding agency with the specific purpose of promoting Māori language and culture.

In May 2008 Te Māngai Pāho celebrated the milestone of more than half a million hours of Māori language broadcasting – 14,000 hours of television programming and 500,000 hours from Māori radio stations. The agency's achievement reflects its efficient use of funds to produce maximum programme hours and grow audiences.

In its annual output from television funding in the Financial Year to June 2008, for example, \$41,657,179 was spent to purchase 1,644 hours, an average per hour cost of \$25,339.

The period since Te Māngai Pāho's establishment has seen the growth of a strong network of iwi radio stations, the establishment of a successful Māori television station, and the emergence of a thriving Māori production community. The growing use of the Māori language and positive shifts in New Zealanders' attitudes to Māori language and culture have accompanied these developments. This has resulted in more demand for Māori language programming and an increasing level of Māori language on both mainstream radio and television.

Research New Zealand's *2006 Survey on the Health of the Māori Language*, published by Te Puni Kōkiri in July 2007, shows significant increases in the number of Māori adults who can speak, read, write, and understand the Māori language. It also indicates progress in re-establishing natural transmission of the

language to the next generation, as more Māori adults are speaking in Māori to children in their homes and communities.

Te Māngai Pāho is first and foremost a Māori language sector agency. As one of six lead agencies for implementing the Māori Language Strategy, Te Māngai Pāho intentionally links its organisational goals with those of the 25-year Strategy. Approved by Government in 2003, the Strategy aims to provide planning and co-ordination for language revitalisation activities. Te Puni Kōkiri monitors agencies' progress against the goals.

The Strategy's vision is for the Māori language to be widely spoken by Māori by 2028; to be in common use within Māori whanau, homes and communities; and for all New Zealanders to appreciate the value of the Māori language to New Zealand society.

Te Māngai Pāho supports the goals of the Strategy through its leading role in Māori language broadcasting. It funds *te reo Māori* and *tikanga Māori* programmes and music for nation-wide television and radio broadcast. Te Māngai Pāho manages funding contracts between the agency and a range of programme makers and broadcasters.

2 ORGANISATION AND RESPONSIBILITY OF TE MĀNGAI PĀHO

2.1 The Current Environment

Like NZ On Air, Te Māngai Pāho operates as an arm's length agency, allocating the majority of its funds on a contestable basis. Its stated vision is Māori language everywhere, every day, in every way. Its mission is to bring "the joy of Māori language to all listeners and viewers".

The aspirational outcome Te Māngai Pāho is working to achieve is the revitalisation of the Māori language and a greater awareness of Māori values, practices and views within New Zealand.

Te Māngai Pāho targets its funds to meet the viewing expectations of audiences across different levels of Māori language proficiency and participation, from those who are "receptive" to Māori language programming to those who are fluent speakers of *te reo Māori*.

In so doing Te Māngai Pāho has carved out a distinctive place in New Zealand's national life. The strategy ensures the programmes in which Te Māngai Pāho invests are responsive to, and can reach, a large and diverse New Zealand

audience. As a result a growing number of New Zealanders are listening to and watching Māori content.

This focus reflects the nation's *developing bi-culturalism* and contributes positively to the recognition of Māori language and culture as an integral part of both Māori and national identity.

As an arm's length funder of broadcasting Te Māngai Pāho is strongly positioned to influence its key stakeholders (Māori Television Service, iwi radio, TVNZ, and independent producers of Māori language television programmes) to implement the objectives of the Māori Language Strategy. Te Māngai Pāho's programming Requests for Proposals are designed to deliver on the objectives of the Te Māngai Pāho Statement of Intent which is linked to the Māori Language Strategy.

Today, funding for Māori broadcasting equates to 37% of the total \$189.6 million Māori Affairs Vote, of which Te Māngai Pāho is directly responsible for administering 28% or \$53,204 million.

To ensure that broadcast outcomes are achieved, Te Māngai Pāho currently:

- funds 21 recognised iwi radio stations to secure an eighteen hour window of broadcasting each day, including eight hours of Māori language content;
- allocates funding directly to the Māori Television Service for the production of in-house programmes and the acquisition of local and overseas programmes of interest to target audiences; and
- manages a contestable pool of funding for the production of independently made Māori language programmes commissioned for television and radio, including music CDs and special broadcast events.

2.2 Organisation

The organisation known in statute as Te Reo Whakapuaki Irirangi and operating as Te Māngai Pāho, was established under the Broadcasting Amendment Act 1993 and is a statutory Crown Entity under the Crown Entities Act 2004.

It is funded through Vote Māori Affairs and is responsible for its conduct and performance to the Minister of Māori Affairs.

Te Māngai Pāho plays a lead role in actively protecting and promoting Māori language and culture by funding content for television and radio broadcast. A recent amendment to the Broadcasting Act enables Te Māngai Pāho (and NZ On Air) to fund the production, transmission, and archiving of content intended specifically for newer digital 'platforms' like the internet or mobile phones.

Te Māngai Pāho's functions are outlined in the Broadcasting Amendment Act 2008 [s.53 B] as follows:

- (1) The primary function of [Te Māngai Pāho] is to promote Māori language and Māori culture by making funds available, on the terms and conditions that it thinks fit, for –
 - (a) broadcasting; and
 - (b) producing programmes for broadcasting; and
 - (c) archiving programmes.

- (2) [Te Māngai Pāho] may also make funds available (on the terms and conditions that it thinks fit and, as far as practicable, in a manner consistent with its primary function) for –
 - (a) transmitting on demand; and
 - (b) producing content for transmitting on demand; and
 - (c) archiving content.

The Broadcasting Act stipulates that the Board of Te Māngai Pāho shall comprise up to seven members, each of whom, including the Chair, is appointed by the Minister of Māori Affairs.

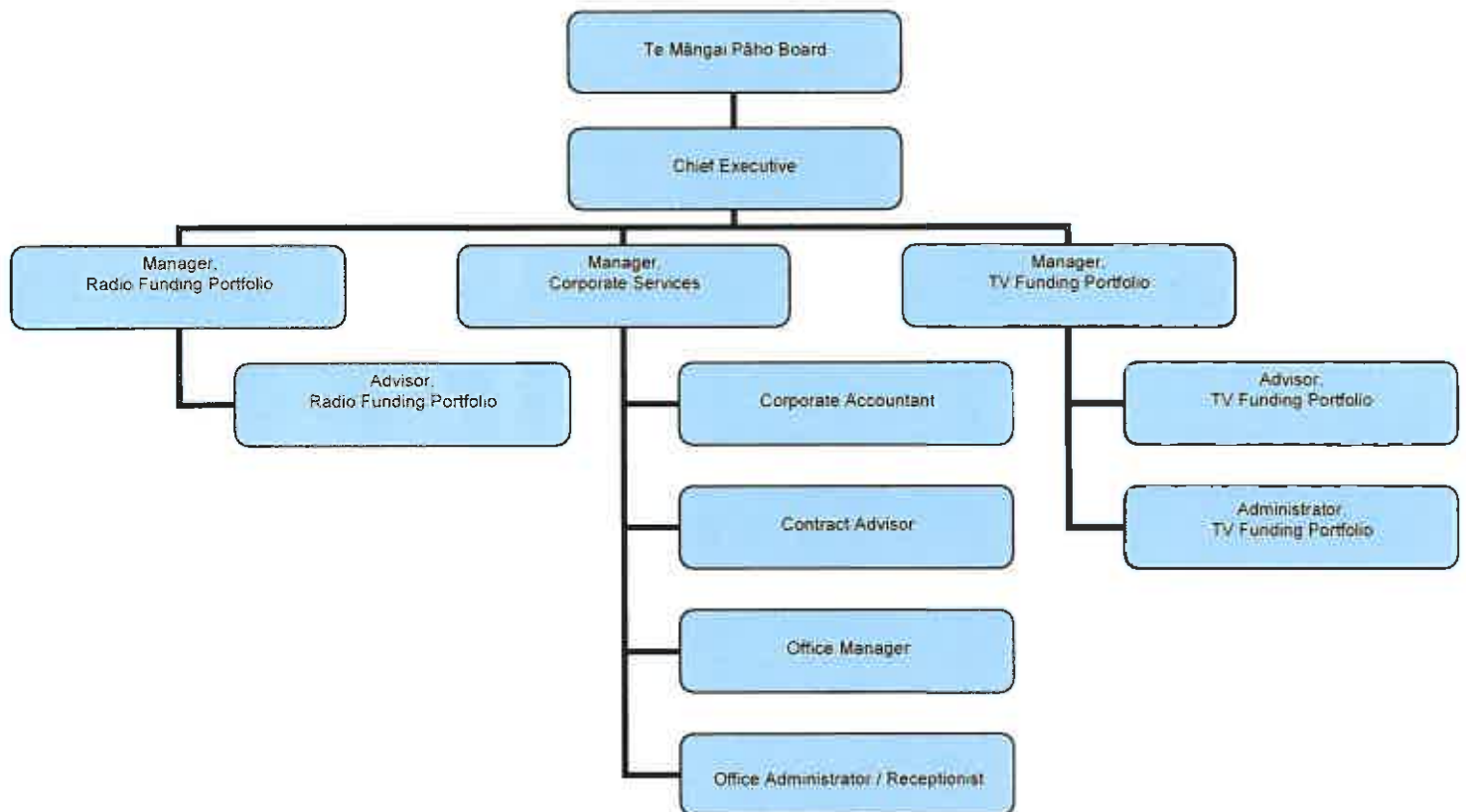
The Board is responsible for setting the agency's goals and overall direction; making policies and decisions about its programme funds; ensuring the agency has the personnel, systems and resources to carry out its role; and ensuring that it complies fully with its legal and other obligations.

Te Māngai Pāho has a staff of eleven, including the Chief Executive who is appointed by the Board. Staff are responsible for the administration and

management of more than \$50 million of funding across contracted programme makers and broadcasters.

The following diagram illustrates the current organisational structure of Te Māngai Pāho.

Diagram A: Te Māngai Pāho Organisational Structure



2.3 The Board of Te Māngai Pāho

- **Jacqui Te Kani - Chair**

Jacqui is a past President and the current General Manager of the Māori Women's Welfare League. Jacqui has comprehensive governance expertise with extensive experience in government and with Māori organisations.

- **Te Ripowai Higgins**

Te Ripowai currently manages the marae, Te Herenga Waka, at Victoria University, Wellington. Te Ripowai plays an active role in Te Ataarangi Māori language movement. She is a fluent speaker of te reo Māori and is a strong advocate for its use.

- **Parekāwhia McLean**

Parekāwhia has a background in public policy and senior public sector management. Her experience includes 15 years in the public sector in a variety of roles. In 2001, Parekāwhia oversaw the policy development process which led to the establishment of the Māori Television Service.

- **Reverend Maurice Gray**

Maurice lives in Ōtautahi (Christchurch) where he works as Te Upoko Rūnaka for a local trust. Maurice has many years of experience as a Board member, kaumatua and advisor for several community and government organisations. Maurice provides professional training and development for managers and ongoing cultural advice for a local museum.

- **Gina Rangi**

Gina is a lawyer working in Hamilton. She is currently a director of Tuaropaki Power Company, a trustee on its parent trust and works as a consultant to Māori businesses, central and local government and corporates. Gina has presented seminars and papers on a wide range of topics including "*Māori in Business*" and "*Māori Entrepreneurship*" both here and overseas

2.4 Chief Executive – John Bishara

John is an experienced senior public sector manager whose previous roles include the management of regional operations, including fund and purchase management, for the Department of Work and Income and Te Puni Kōkiri.

2.5 Main Point of Contact

The main point of contact within Te Māngai Pāho is the Chief Executive and the Manager of Corporate Services, Mr Thomas Hood.

2.6 Operational Information

Funding for Māori Broadcasting (please note: all figures are exclusive of GST)

Table 1: **Te Māngai Pāho Operating Funding 2008/09**

	2007/08				2005/06		Scope of 2008/09 Appropriations
	Budget		Estimated Actual		Vote		
Appropriations	Annual \$000	Other \$000	Annual \$000	Other \$000	Annual \$000	Other \$000	
Non-Departmental Output Expenses							
Māori Television Broadcasting	40,332	-	40,332	-	40,332	-	Promotion of Māori language and Māori culture through television broadcasting.
Māori Radio Broadcasting	10,744	-	10,744	-	10,744	-	Promotion of Māori language and Māori culture through radio broadcasting.
Administration of Māori Broadcasting	1,608	-	1,608	-	2,128	-	Purchase of administration services from Te Māngai Pāho to meet its statutory functions and deliver on the Government's Māori broadcasting policy.
Total	52,684		52,684		53,204		

The above extract from the Estimates of Appropriations for the year-ending 30 June 2009, provides a breakdown across output classes of the \$53,204 million appropriated within *Vote Māori Affairs* for which Te Māngai Pāho is responsible.

Increased funding of \$0.520 million was secured for 2008/09 and 2009/10 within *Administration of Māori Broadcasting* for archiving Māori language programming, in line with new statutory responsibilities following the changes to the Broadcasting Act in March 2008. This funding is to address the backlog in archiving activity since the inception of Māori Television and then reduces to \$0.200 million in 2010/11 and out-years.

Te Māngai Pāho's Statement of Intent for 2008-2013 (attached as Appendix A) provides a comprehensive description of the outputs the agency intends to deliver within each of the above appropriations. These are summarised below in Table 2.

The differences between the funding levels described in the Estimates, and those reflected in the Statement of Intent, is attributable to the application of reserves from accumulated interest income to augment available programme and administration monies.

In the case of *Māori Broadcasting Administration*, this will address capability projects that have been prioritised by the Board to enable the agency to more effectively carry out its role.

Table 2: Description of Outputs from Statement of Intent 2008-2013

Appropriation	Output Description	Cost \$m (exclusive of GST)
Māori Television Broadcasting	Direct Funding of Māori Television	\$16.1
	Contestable Television Programme Funding	\$25.0
	Television Industry Co-ordination and Development	\$0.1
		\$41.2m

Appropriation	Output Description	Cost \$m ((exclusive of GST)
Māori Radio Broadcasting	Operational Funding for Iwi Radio	\$8.1
	Contestable Radio Programme and Music Funding	\$1.9
	Radio Distribution System	\$0.9
	Capacity Building and Industry Co-ordination	\$0.3
	\$11.2m	

Appropriation	Output Description	Cost \$m (exclusive of GST)
Administration of Māori Broadcasting	To fund the administrative activities of Te Māngai Pāho including archiving, accountability requirements, consultation obligations and the provision of programme purchase and contract management services.	\$3.5
		\$3.5

3 MAJOR POLICY AND IMPLEMENTATION ISSUES

3.1 Operating Context and Outcomes

Te Māngai Pāho is well aware that publicly funded initiatives attract intensive political, media and mainstream scrutiny, and that high levels of accountability and transparency for such projects are not only necessary but desirable.

Te Māngai Pāho also actively embraces its leadership role in promoting the broad acceptance of Māori language and Māori culture as integral to Māori identity and New Zealand's national identity.

As a Crown Entity, Te Māngai Pāho operates within the parameters set by the government and is mindful of the government's wider strategic policy objectives and key goals as well as its accountability requirements.

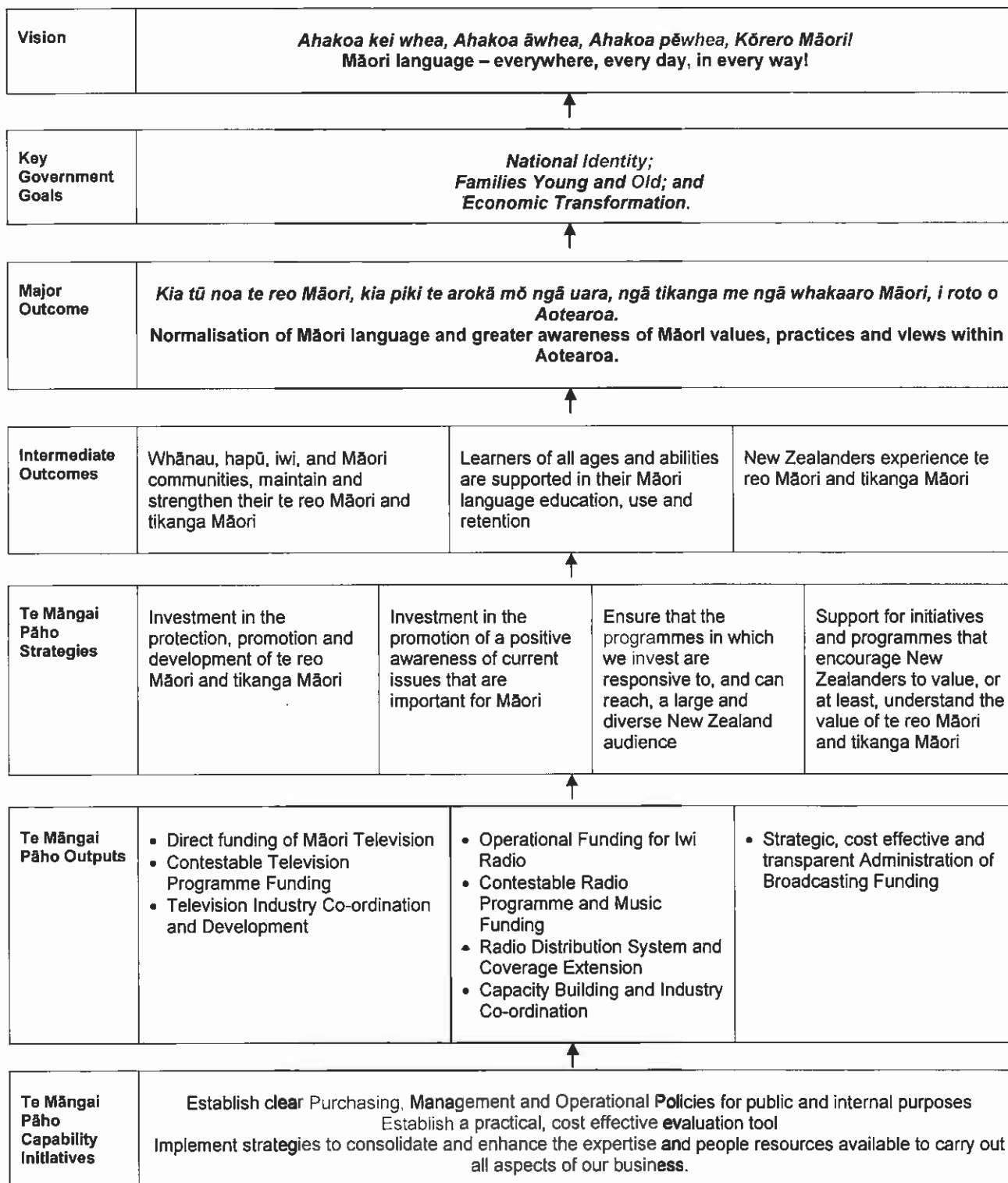
Functioning in both a Māori language *and* a broadcasting context, the agency is also alert to the trends and developments impacting on each of these sectors. These factors, alongside an awareness of the aspirations Māori have as kaitiaki (guardians) of their language and culture, combine to play a critical role in shaping Te Māngai Pāho's strategic focus.

Te Māngai Pāho contributes significantly to the revitalisation of the Māori language and Māori culture among whānau, hapū, iwi and other New Zealanders. It also takes seriously the need for evaluation and accountability.

The short-to-medium term **Outcome Framework** Te Māngai Pāho has developed below, and upon which its work programme going forward has been based, reflects the central place of te reo Māori in everything Te Māngai Pāho does.

The Framework has been designed to align with the goals and outcome statements within the Māori Language Strategy, and to provide a focus for the energy and commitment of Te Māngai Pāho's Māori language and broadcasting stakeholders.

Diagram B Te Māngai Pāho's Outcome Framework –

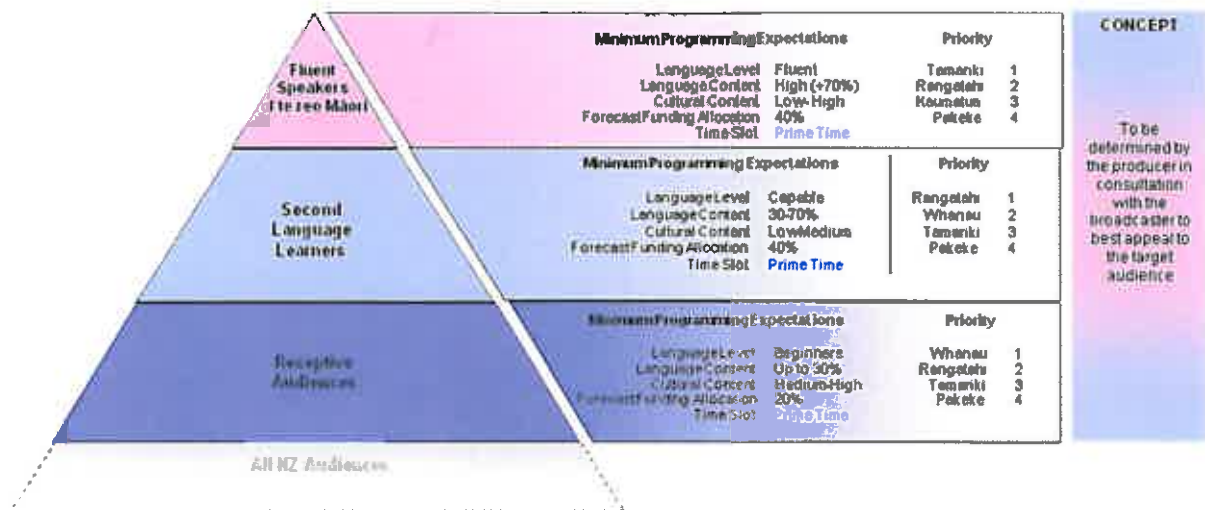


3.2 Purchase and Funding Framework

Te Māngai Pāho has implemented a Purchase and Funding Framework which was developed in consultation with its stakeholders, including Te Whakaruruhau o Ngā Iirangi Māori (the Māori radio network), Te Taura Whiri i te Reo Māori (the Māori Language Commission), Māori Television and Te Puni Kōkiri

The Funding Framework sets out Te Māngai Pāho’s programming requirements. It is centred around Māori language and culture and required interventions. It specifies the categories of Māori language - from fluent speakers to learners - and cultural content sought from producers of Māori music, radio and television programming. Within the parameters set, Māori programme producers are invited to develop proposals that respond to those requirements, and that will gain a positive commitment from radio and television broadcasters.

Diagram C Te Māngai Pāho Purchase and Funding Framework: Programming Expectations



The challenge for Te Māngai Pāho is to target funding resources in a way which meets the viewing expectations of individuals across the whole continuum of Māori language interest and participation, and to do so in a way which will best achieve Te Māngai Pāho's longer-term Māori language outcomes.

This includes providing an environment for *Fluent* speakers that helps them live the language in their everyday lives across all of the domains in which they are

active. Te Māngai Pāho seeks to provide *Second Language Learners* with the programming which supports them in their efforts to learn and extend their Māori language abilities, and for *Receptive Audiences* to have access to a mix of opportunities to support their interest and encourage and challenge them to pursue their own Māori language goals.

Accordingly Te Māngai Pāho's purchase decisions need to be guided with the needs of these various groups in mind.

3.3 Summary of Priority Issues for the Incoming Minister

After fifteen years of strategic, operational and industry development, Te Māngai Pāho has worked to consolidate and stabilise its gains. Its operational focus is “normal business mode”. In this mode we are actively engaged in identifying issues that present potential risk and seeking and facilitating solutions as they arise. Te Māngai Pāho consider the incoming government needs to be aware of the following issues:

- Digital review of broadcasting regulation;
- 2011 Licence renewals for Iwi Stations;
- Demand for additional Iwi stations;
- Management of competing stakeholder aspirations

3.3.1 Digital review of broadcasting regulation

The Ministry for Culture and Heritage, in partnership with the Ministry of Economic Development, is conducting a review of broadcasting regulation to ensure it remains appropriate to the changing broadcasting market implied by digital technology and the growing convergence with telecommunications and the internet.

Based on the outcome of public consultation, a set of recommendations were developed this year outlining a work-plan for further analysis of identified risks. Detailed options are now being prepared in three key areas of work:

- a review of the current institutional arrangements for regulation of broadcasting and telecommunications;
- a competition study to consider potential risks to access to premium content and to platforms; and
- development of options for enhanced public service broadcasting including diversity of local content, and content standards.

Elements of this review will impact on Te Māngai Pāho, such as any moves to alter current institutional arrangements. Te Māngai Pāho, with Te Puni Kōkiri, is obliged to monitor the progress of the review, ensure the Māori broadcasting perspective is taken into account, and the objectives of the Māori Language Strategy are protected and promoted under any recommended new arrangements.

3.3.2 2011 Licence renewal for iwi stations

In 2011 the current iwi radio licences and licence agreements will come up for renewal. This will provide the opportunity to revisit the terms under which the stations operate. In particular, efforts will be made to more closely link individual station operating objectives to the national Māori Broadcasting and E-Media Strategy. It will also provide an opportunity to re-engineer the frequencies to address some coverage issues that exist under the current arrangements.

3.3.3 Demand for additional iwi stations

The current model is based on an iwi based station allocation, with the available number being constrained by Te Māngai Pāho's ability to support them. There is however strong demand from iwi which do not have their own station. The government may wish to consider their approach to the current iwi based model; whether it will continue and to what extent, particularly, in relation to any decision to proceed with a National Māori Radio service for which national frequency coverage has been reserved.

3.3.4 Management of competing stakeholder aspirations

Managing the aspirations of our various stakeholders is a challenge.

Te Māngai Pāho works closely with Māori Television, particularly to support the production of in-house television programmes like news, sport, current affairs and light entertainment. It also supports Māori Television's direct acquisition of local and overseas programming. Te Māngai Pāho allocates \$16 million of its \$40 million television fund directly to Māori Television. The rest, \$24 million, is allocated as contestable funding with a small amount tagged for television industry co-ordination.

On the other hand, to improve the viability of the industry, the independent Māori production community and its representative body, Ngā Aho Whakaari, is very keen to see a greater share of the total funding pool made available to the independent sector via the Te Māngai Pāho contestable fund.

Up until the 2006/2007 financial year an annual \$5 million was ring-fenced for TVNZ's long-running Māori productions, *Waka Huia*, *Marae* and *Te Karere*. That process has been disbanded and the \$5 million is now part of the contestable fund available to all producers and broadcasters, including TVNZ. However, TVNZ has clearly signaled a desire to have more Māori programming on its screens and as a result is seeking to secure a larger share of the contestable fund.

There may be preference from some quarters for direct funding for television. Governments have learnt, however, that direct funding broadcasters can quickly become inefficient with inadequate accountability processes. The contestable model is working well at Te Māngai Pāho and NZ On Air.

Add to the fast growing appetite for Māori programming on mainstream radio and television, a desire and need for an expansion of genres (eg a Māori drama), the expanding digital environment, and increasing production costs and there are significant challenges ahead.

Te Māngai Pāho regularly engages in constructive dialogue with Te Puni Kōkiri, Te Taura Whiri I te Reo Māori (Māori Language Commission), the Ministry of Education, the Ministry for Culture and Heritage, and its industry advisory groups for television and radio.

Te Māngai Pāho plays an active facilitative role within the broadcasting sector by:

- driving efficiencies in the use of available funding;
- balancing opposing tensions;
- managing the delivery of the Māori Language Strategy across the sector;
- seeking to correct deficiencies in delivery in terms of
 - quality of te reo Māori
 - quantity of programming
 - mix of genres

Te Māngai Pāho will seek to balance the tensions inherent in prudently managing public funds and fostering new and emerging industry players. At the same time Te Māngai Pāho will continue to be responsive to calls from various quarters in Government to further tighten its accountability and risk management measures.

4. PENDING DECISIONS OR ACTIONS

4.1 Board appointments

There are currently two vacancies on the Board of Te Māngai Pāho.

Appendices

Appendix A – Te Māngai Pāho Statement of Intent 2008-2013

Appendix B – Te Māngai Pāho Annual Report 2007