

BROADCASTING POLICY IN NEW ZEALAND

**Communications Division
Ministry of Commerce
Wellington**

February 1997

Broadcasting Policy in New Zealand

In 1988/89, a new broadcasting policy regime was established.

The objective of the new regime was to improve economic efficiency while ensuring that the Government's social objectives in broadcasting continued to be met.

This report considers the policy environment at the time of the broadcasting reforms, the nature of the reforms themselves, and significant developments since.

Communications Division
Ministry of Commerce
February 1997

Table of Contents

Executive Summary	2
The 1988/89 Reforms	
Broadcasting prior to the 1988/89 reforms	4
The Broadcasting Corporation of New Zealand	4
The Broadcasting Tribunal	5
Broadcasting regime reforms in 1988/89	6
The Broadcasting Corporation of New Zealand Restructuring Act 1988	7
The Broadcasting Act 1989	8
The Broadcasting Amendment Act 1991	9
The Broadcasting Amendment Act 1993	9
The Broadcasting Amendment Act 1996	9
The Radiocommunications Act 1989	9
Review of the Radiocommunications Act	10
Cross-media ownership	10
Foreign ownership	10
New technologies and services	11
NZ On Air	11
Public Broadcasting Fee revenue	11
Radio	
Developments since 1988/89	15
Radio New Zealand	15
New Zealand Public Radio	16
The Radio New Zealand Charter	16
Coverage of National Radio and Concert FM	17
Size of audiences and quality of services	18
Other radio broadcasters	19
Television	
Developments since 1988/89	21
Network television	21
Television New Zealand Limited	21
TV3 Network Limited	22
Trackside Television	23
Pay television services	23
Sky Network Limited	23
Saturn Communications	24
First Media	25
Regional television	25
Horizon Pacific Television	25
Geyser Television: Rotorua	26

Mercury Television: Southland	27
Music television channels	27
Channel 9: Dunedin	27
Channel 5: Queenstown	28
Narrowcast television services	28
Introduction of new technologies	29
Satellite transmission	29
Digital compression	29
Television viewing patterns	30
Advertising	30
The quantity of advertising per hour on television	31
Transmission sites and facilities	31
Local content on television	32
Maori Broadcasting	
Developments since 1988	37
Te Mangai Paho	37
Maori radio	38
Monitoring Maori language content	39
Maori television	39
Special purpose Maori television	39
Joint Maori Crown Working Group	40
Non-commercial Broadcasting and Reserved Frequencies	
Reservation of frequencies	42
Seventh Schedule broadcasters	42
Allocation of reserved frequencies: radio	43
Allocation of reserved frequencies: television	44
Non-commercial radio	47
Access radio	47
Pacific Island radio	48
Funding for New Zealand music	48
Coverage of remote areas	50
Radio	50
Television	51
Archiving of radio and television programmes	51
Election Broadcasting	53
Broadcasting Standards	55
Complaints	56
Basis of complaints	56
Penalties	56

<i>For the Public Good</i>	57
<i>Mighty Morphin Power Rangers</i>	58
Codes of practice	58
Violence	59
Liquor advertising	60
Good taste and decency	61
Advertising standards	62
Appendices	
Appendix I: radio broadcasters	64
Appendix II: television broadcasters	85

Introduction and Executive Summary

Broadcasting Policy in New Zealand: Executive Summary

1 In 1988/89, a new broadcasting regime was established which was intended to improve economic efficiency in the broadcasting industry while ensuring that social objectives continued to be met. After seven years:

- the number of radio stations broadcasting separate programmes on a continuous basis has increased from 64 to approximately 184;
- all but three radio stations (National Radio, Concert FM and the AM Network) are now privately owned;
- hours of transmission on network television each year have increased from less than 10,000 to over 48,000;
- hours of New Zealand-made programmes broadcast on mainstream, free-to-air television have increased from 2111 to 5018;
- TV3 has established coverage of 97.2 per cent of the population and a new national channel, TV4, is to be established by CanWest in 1997;
- Sky Television now reaches 260,000 subscribers in the main centres and plans to offer 20-30 digital channels via satellite by the end of 1997;
- regional and cable television services have been established;
- coverage of Concert FM has increased to 94 per cent of the population;
- Te Mangai Paho, a Maori broadcasting funding agency, has been established and offers funding to 21 radio stations and has funded a pilot television station in Auckland;
- Pacific Island radio stations have been established in Auckland and Wellington;
- 11 access radio stations are now firmly established; and
- the broadcasting standards regime has been strengthened.

**The 1988/89
Reforms**

The 1988/89 Reforms

Broadcasting prior to the 1988/89 reforms

2. Prior to the 1988/89 broadcasting reforms, Government ownership and intervention was a major element of broadcasting in New Zealand. Accordingly:

- 34 of the 64 radio stations broadcasting separate programmes on a continuous basis were owned by the Government;
- the Government also owned both of the television networks which had been established at that stage (TV3 was granted a broadcasting warrant in 1987, but did not commence broadcasting until November 1989);
- entry into the broadcasting market was closely controlled by a quasi-judicial Broadcasting Tribunal; and
- social objectives in broadcasting were exclusively met by Government-owned radio and television stations, funded through a statutory corporation, the Broadcasting Corporation of New Zealand.

3. The legislative basis for this high level of government intervention was provided by the Broadcasting Act 1976. This established the Broadcasting Corporation of New Zealand and Broadcasting Tribunal, and provided for licensing of broadcasting stations by the Tribunal through the issuance of broadcasting warrants.

The Broadcasting Corporation of New Zealand

4. In 1988, the Broadcasting Corporation of New Zealand (commonly referred to as 'the BCNZ'):

- owned the only commercial television channels in New Zealand, and the largest network of commercial radio stations in the world;
- collected and disbursed the Television Licence Fee;
- derived most of its income from advertising and commercial activities, and was required to return a dividend to the Crown; and

BROADCASTING POLICY IN NEW ZEALAND 1997/5

was the Government's principal policy advisor on broadcasting issues.

5. The level of transparency of the use of the public funds involved in these activities was poor. In addition, the combination of commercial and non-commercial objectives within the Broadcasting Corporation led to significant conflicts of interest. Thus:

cross-subsidisation between commercial and non-commercial activities was apparent; and

New Zealand's major commercial broadcaster was expected to advise the Government on policy issues affecting its own commercial interests.

The Broadcasting Tribunal

6 The allocation of licences for the use of radio frequencies was the responsibility of the Broadcasting Tribunal, established under the Broadcasting Act 1976. Radio warrants - that is, licences to establish AM or FM radio stations - were issued in accordance with explicit Government policy, requiring the Tribunal to take account of such factors as the impact on existing broadcasters of the issuance of new licences.

7. Licences for television frequencies could be issued only with the express permission of the Minister of Broadcasting.

8 In 1988, the Officials Coordinating Committee on Broadcasting (see footnote 3) reported that the Broadcasting Tribunal system had:

led to limited competition in the broadcasting industry (which had the effect of decreasing the incentives for broadcasters to perform effectively, reduce costs, and meet consumer requirements);

led to the imposition of high costs on broadcasters in meeting and complying with regulatory requirements;

limited the ability of the broadcasting sector to take advantage of new technologies;

limited the ability of the broadcasting industry to cope with international competition; and

BROADCASTING POLICY IN NEW ZEALAND 1997/6

limited the industry's capacity to take advantage of international business opportunities.

9 The Tribunal system was held to be slow, cumbersome, and expensive. (Broadcasters were levied to pay the Tribunal's costs.) It delayed or denied altogether access for new broadcasters, new services, and new technologies.

Broadcasting regime reforms in 1988/89

10 On 22 August 1988¹ Cabinet approved, on the recommendation of the Cabinet State-Owned Enterprises Committee:

- the restructuring of the Broadcasting Corporation of New Zealand along state-owned enterprises lines;
- measures to promote competition in the broadcasting industry;
- the reduction of restrictions on foreign ownership in broadcasting;
- the definition of explicit 'public service broadcasting objectives', and establishment of a grants scheme in support of them; and
- establishment of a regime to maintain broadcasting standards.

Economic efficiency would be increased by establishing a more competitive and flexible market for broadcasting services. Thus:

- it would be made easier for new broadcasters to enter the industry;
- ownership restrictions would be reduced or removed altogether;
- it would be made easier for new technologies to be used, and new services provided; and

¹ See the reports (subsequently published) of, respectively, the "Officials Coordinating Committee on Broadcasting" and the "Rennie Committee". The Officials Coordinating Committee was chaired by Jim Stevenson, an Assistant Secretary in the Department of Trade & Industry, and included representatives of the Treasury. The Rennie Committee was appointed by the Government to report on "the optimal organisation and financial structure" of the Broadcasting Corporation of New Zealand, based on guidelines established for the operation of state-owned enterprises. It was chaired by the Chairman of the Broadcasting Corporation, Hugh Rennie, and was advised by consultants Booz-Allen & Hamilton International (UK) Limited and Fay Richwhite & Co Limited.

BROADCASTING POLICY IN NEW ZEALAND 1997/7

to help increase efficiency, the Government's commercial and non-commercial objectives would be separated.

11 The following social objectives were also defined:

to maintain and develop broadcasting as a system of human communications to serve the people of New Zealand;

to reflect and develop New Zealand identity and culture by obtaining, commissioning and broadcasting a range of programmes to inform, educate and entertain;

to ensure that the people of New Zealand have access to two publicly-owned television channels and a range of radio services;

to ensure that the people of New Zealand have access to television and radio broadcasting offering a range of programmes which will cater in a balanced way from the varied interests of different sections of the community;

to ensure that the people of New Zealand have access to television and radio broadcasting services offering accurate and impartial gathering and treatment of news and current affairs; and

to ensure that the people of New Zealand have access to television and radio services that are presented with due regard to the need for good taste and decency and the rights of the individual.

12 These objectives were to be met through continued government ownership of two television channels and at least two radio networks; through conditions relating to universal coverage and programme content; and through a system of public service broadcasting grants, bid for competitively by broadcasters.

13 Three statutes were used to implement the 1989 reforms. This legislation, and subsequent amendments, are discussed below.

The Broadcasting Corporation of New Zealand Restructuring Act 1988

14 This disestablished the Broadcasting Corporation of New Zealand and provided for reorganisation of the activities for which the Corporation had been responsible, as follows:

Television One and Channel 2 were to be managed by a state-owned enterprise, Television New Zealand Limited;

BROADCASTING POLICY IN NEW ZEALAND 1997/8

- the transmission sites and facilities used by Television New Zealand Limited under the Broadcasting Corporation of New Zealand regime were to be managed by Broadcast Communications Limited, a subsidiary of Television New Zealand Limited;
- the 32 publicly-owned commercial radio stations, National Radio, the Concert Programme (now known as Concert FM), Radio New Zealand International (a shortwave service broadcasting to the Pacific), and some other non-commercial services were to be managed by a second state-owned enterprise, Radio New Zealand Limited; and
- the responsibility for providing broadcasting policy advice to the Government, and for issuing licences for the use of radio frequencies, passed to the Department of Trade and Industry (later the Ministry of Commerce).

The Broadcasting Act 1989

15 This Act:

- repealed the Broadcasting Act 1976;
- disestablished the Broadcasting Tribunal and its system of warrants for broadcasting, and discontinued its levy on broadcasters, with effect from 31 December 1989;
- established the Broadcasting Commission ('NZ On Air') to collect the Public Broadcasting Fee and disburse its proceeds in grants designed to achieve social objectives in broadcasting;
- established the Broadcasting Standards Authority and required broadcasters to adhere to certain standards in programming and develop codes of practice in relation to standards of programming;
- reduced restrictions on foreign ownership;
- provided for election broadcasting;
- restricted the scope for political interference in the management of Radio New Zealand Limited and Television New Zealand Limited or in programming on their stations; and
- removed restrictions on advertising hours.

BROADCASTING POLICY IN NEW ZEALAND 1997/9

The Broadcasting Amendment Act 1991

- ❑ removed restrictions on broadcasting by overseas persons.

The Broadcasting Amendment Act 1993

- ❑ established Te Reo Whakapuaki Irirangi ('Te Mangai Paho'), an organisation along the lines of NZ On Air, to promote Maori language and culture by providing funding for broadcasting and the production of programmes; and
- ❑ provided that Te Mangai Paho would be funded partly from the Public Broadcasting Fee through NZ On Air and partly through a Parliamentary Appropriation.

The Broadcasting Amendment Act 1996

- ❑ passed all functions related to election broadcasting (except consideration of complaints about broadcasters) from the Broadcasting Standards Authority to the Electoral Commission;
- ❑ reduced to 20 working days the time in which broadcasters have to respond to formal complaints from the public; and
- ❑ required broadcasters to pay a levy to the Broadcasting Standards Authority in order to help fund the activities of the Authority.

The Radiocommunications Act 1989

16 In place of the Broadcasting Tribunal's warrant system of allocating licences for the use of radio frequencies, a market-based system was established under the Radiocommunications Act, the practical effect of which was that any broadcaster willing to pay the market price for licences could enter the industry.

17 Tradeable spectrum property rights were established and offered for sale by tender to the highest bidder. Existing broadcasters were also issued with property rights, subject to payment of an annual or lump sum levy relating to either the resale value or the market value of their licences.

18 Radio frequencies were reserved for non-commercial use, or for specified social purposes. In addition, the Seventh Schedule of the Act specifically protected the licence rights of 30 broadcasters who had obtained their warrants to broadcast prior to 1 July 1989.

BROADCASTING POLICY IN NEW ZEALAND 1997/10

19 The Broadcasting Tribunal continued to deal with licence applications received by 30 June 1989. From 1 July 1989 onwards all new licence applications were dealt with under the new broadcasting regime.

Review of *Radiocommunications Act*

20 The Government has approved a range of measures to improve the policy and regulatory framework relating to licensing of access to radio spectrum. Some of these changes require amendments to the Act for which legislative priority is presently being sought. Insofar as these affect broadcasting licences, the measures include:

- removal of the 20 year upper limit on the term of new licences and management rights;
- the use of multiple round, ascending bid auctions as an allocation mechanism;
- possible limitation on the number of licences that may be acquired by any one person in an auction;
- introduction of a compulsory dispute resolution procedure to deal with technical interference issues; and
- greater flexibility in licence formats.

Cross-media ownership

21 One of the Broadcasting Tribunal's functions had been to consider, when allocating broadcasting warrants:

... the desirability of avoiding monopolies in the ownership or control of news media ...

22 No similar provision was included in the Broadcasting Act 1989, although restrictions on market dominance in the Commerce Act 1986 continued to apply to the broadcasting industry.

Foreign ownership

23 Foreign ownership of broadcasting media was severely limited under provisions in regulations under the Broadcasting Act 1976, the News Media Ownership Act 1965, the Overseas Investment Act 1973 and the Overseas Investment Regulations 1985.

BROADCASTING POLICY IN NEW ZEALAND 1997/11

24 The Broadcasting Act 1989 permitted foreign investment of up to 15 per cent (previously 5 per cent), or up to 25 per cent (previously 15 per cent) in the case of radio, provided the Minister of Broadcasting approved of the proposal. In 1991, all restrictions on foreign ownership specific to broadcasting media were removed.

New technologies and services

25 In 1988, cable, satellite and other new transmission technologies, and pay, subscription and encoded radio and television services, had yet to be established in New Zealand. The broadcasting policy regime established under the Broadcasting Act 1989 and the Radiocommunications Act 1989 permitted the introduction of such new technologies and services without regulatory restrictions specific to the technologies or services concerned.

NZ On Air

26 The Government has funded non-commercial radio and television for many years. Prior to 1988/89, social objectives in broadcasting were exclusively met by Government-owned radio and television stations, funded through the Broadcasting Corporation of New Zealand.

27 The major reform in this area in 1988/89 was the establishment of the Broadcasting Commission, known as NZ On Air. NZ On Air has a board of up to six members appointed by the Governor-General. NZ On Air collects the Public Broadcasting Fee and disburses it in accordance with functions identified in the Broadcasting Act 1989.

Public Broadcasting Fee revenue

28 Since 1989 the Public Broadcasting Fee has been set at \$110 per annum by everyone who owns, possesses, hires or uses a television set. The number of households paying the Public Broadcasting Fee and total revenue, net of collection costs, is shown in the following table:

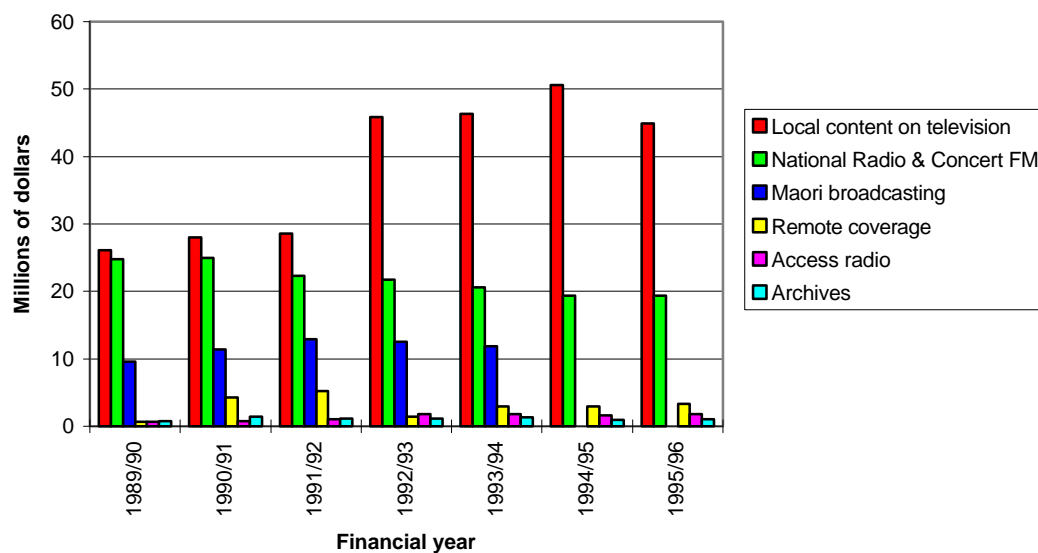
	Number of households paying PBF	Net PBF revenue
1989/90	848,000	\$77.1m
1990/91	895,000	\$75.3m
1991/92	924,000	\$75.8m
1992/93	975,000	\$80.9m
1993/94	1,001,000	\$89.6m
1994/95	1,051,000	\$89.5m
1995/96	1,075,000	\$84.7m

BROADCASTING POLICY IN NEW ZEALAND 1997/12

29 Net Public Broadcasting Fee revenue is forecast at \$87.2m in 1996/97.
NZ On Air uses its income to fund:

- National Radio and Concert FM;
- Maori broadcasting;
- the production of television programmes which reflect New Zealand identity and culture;
- the production of television programmes which are of interest to women, children, ethnic minorities and people with disabilities;
- access radio;
- remote (non-commercial) transmission coverage;
- the promotion of New Zealand music;
- archiving of radio and television programmes.

NZ On Air funding: 1989-1996



BROADCASTING POLICY IN NEW ZEALAND 1997/13

30 In its first two years of operation, NZ On Air provided some funding for New Zealand Symphony Orchestra, but this responsibility has now fully passed to the Ministry of Cultural Affairs. Similarly, NZ On Air's responsibility for funding Maori broadcasting has now passed to Te Mangai Paho, although NZ On Air continues to fund programmes about Maori and things Maori that are likely to be of interest to a mainstream audience.

Radio

Radio: Developments Since 1988/89

31 Since the broadcasting reforms, the number and variety of radio broadcasters have increased sharply.

□ **1988:** As at 1 July 1988, 47 AM and 17 FM stations were broadcasting separate programmes on a continuous basis.² Of these stations, 30 (47 per cent) were privately-owned.

□ **1993:** As at 25 September 1993, 170³ radio stations were broadcasting separate programmes on a continuous basis - 48 on AM frequencies, 108 on FM frequencies, and 14 on both AM and FM frequencies. 126 (74 per cent) of these stations were privately-owned.

□ **1996:** As at 20 November 1996, approximately 184 radio stations were broadcasting separate programmes on a continuous basis. All but three (National Radio, Concert FM and the YC network broadcasting the proceedings of the House of Representatives) were privately owned.⁴

Radio New Zealand

32 Radio New Zealand traditionally provided a mix of non-commercial broadcasting services (National Radio and Concert FM) and commercial stations.

33 On 1 June 1993, responsibility for National Radio and Concert FM was passed to New Zealand Public Radio Limited, a wholly owned subsidiary of Radio New Zealand Limited.

² Source: The *New Zealand Listener* (whose listings are generally, but not invariably, accurate) of 10 September 1988. In 1988, Radio New Zealand owned or managed 34 of the radio stations broadcasting separate programmes on a continuous basis in New Zealand. These comprised 28 commercial AM stations, three commercial FM stations, two non-commercial networks - National Radio and the Concert Programme (which, together with *Sports Roundup* and Parliamentary broadcasts, was broadcast on the "YC network") - and an access station, Wellington Access Radio. Private broadcasters operated twelve AM and twelve FM commercial stations, and six non-commercial AM stations

³ Source: The *New Zealand Listener* of 25 September 1993. This figure includes both commercial and non-commercial stations

⁴ The exact number of stations cannot be guaranteed, as the Ministry of Commerce licences frequencies rather than broadcasters and has no control over the use of frequencies once licences have been issued

BROADCASTING POLICY IN NEW ZEALAND 1997/16

34 In September 1995, the Radio New Zealand Act became law. This legislation separated New Zealand Public Radio from the 'Radio Company Limited' (as the legislation termed it) and passed the rights to the name 'Radio New Zealand' to the Public Radio Company Limited. Public Radio became an independent company in its own right, with its own Board of Governors, but continued to be owned by the Government.

35 The Government then sold the commercial stations to a consortium including Wilson and Horton and GWR. The stations now operate as 'the New Zealand Radio Network'.

New Zealand Public Radio

36 Since its establishment in 1989, NZ On Air has, at the direction of the Minister of Communications, funded National Radio and Concert FM. The initial direction on this subject, issued in June 1989 by the then Minister of Broadcasting required NZ On Air to:

"... negotiate contracts with Radio New Zealand Limited, in relation to the provision of funds for the services known as the Concert Programme network and the National Radio network, which include conditions that require Radio New Zealand Limited to maintain the Concert Programme network and the National Radio network in their present forms until at least 1 July 1992."

37 This direction has since been renewed, and NZ On Air is now required to continue to fund National Radio and Concert FM (as it is now known) to a level of \$19.4 million until at least 30 June 1998.

38 Radio New Zealand is a Crown entity, but is completely independent in operational matters. The Radio New Zealand Act 1995 and the State Owned Enterprises Amendment Act specifically prohibit any Minister of the Crown from issuing any direction in relation to a specific programme, news and current affairs or programme standards. The Radio New Zealand Act also specifies that no Radio New Zealand Governor may be removed for any reason related to these matters.

The Radio New Zealand Charter

39 The Radio New Zealand Act 1995 also established a Charter and Principles of the Public Radio Company. The Act declared that, 'the functions of the public radio company shall be to provide innovative, comprehensive and independent broadcasting services of a high standard.' It makes specific reference to the provision of:

BROADCASTING POLICY IN NEW ZEALAND 1997/17

- a range of New Zealand information, educational, special interest and entertainment programmes;
- programmes which reflect New Zealand's cultural diversity and Maori language and culture;
- programmes which promote the arts;
- programmes which engender a sense of citizenship and national identity;
- a comprehensive, independent and impartial news service; and
- the archiving of programmes likely to be of historical interest to New Zealand.

40 The Charter requires RNZ to take account of:

- recognised standards of excellence;
- the need to provide a balance between programmes with a wide appeal and programmes that cater for the needs of minority audiences;
- services provided by other broadcasters; and
- audience surveys to establish whether listeners consider that the quality and quantity of RNZ's services is being maintained.

41 The Charter is to be reviewed by the House of Representatives every five years.

42 In fulfilling its Charter, Radio New Zealand is also required to exhibit a sense of social and financial responsibility.

Coverage of National Radio and Concert FM

43 The proportion of the population with access to National Radio has increased from 88 per cent in 1988 to approximately 96 per cent.

44 The Concert Programme (as it was known at that stage) originally broadcast on AM frequencies (the YC network). The transfer of the programme to FM frequencies commenced in December 1983 and was completed in April 1991. By 1988, coverage by the Concert Programme using both AM and 14 frequencies was 67 per cent. (Concert FM broadcasts reached 42 per cent of the population, while broadcasts on AM frequencies could be received by 63 per cent.) By 1996, Concert FM reached approximately 94 per cent of the population.

BROADCASTING POLICY IN NEW ZEALAND 1997/18

45 The Concert Programme's former AM frequencies are now used by Radio New Zealand to broadcast the proceedings of the House of Representatives. When the House is not sitting, the frequencies are sublet to the New Zealand Radio Network, which broadcasts Cricket and other sports programmes on its 'Sports Roundup' programme.

Size of audiences and quality of services

46 Radio New Zealand's objectives for the 1995/96 financial year included cumulative audience levels of a certain size. The results for 1995/96 were as follows:⁵

NATIONAL RADIO	Objective	Actual audience
Cumulative audience over specified period	439,200	440,500
Average quarter-hour audience	44,900	46,100

CONCERT FM	Objective	Actual audience
Cumulative audience over specified period	182,800	183,300
Average quarter-hour audience	10,500	10,500

47 In December 1992 the Minister of Communications directed NZ On Air to include provisions in its contract with Radio New Zealand Limited which would help to ensure that the *quality* of National Radio and Concert FM was maintained. The contract which was subsequently negotiated with Radio New Zealand's subsidiary, New Zealand Public Radio Limited, required it to:

"... maintain in its presentation of the funded services a level of quality of performance such that the audiences of such programmes respectively continue to consider that they are of high quality ..."

48 Radio New Zealand carries out surveys of listeners' perceptions of the quality of on-air services. Of National Radio listeners:

⁵ Radio New Zealand 1995/96 Annual Report, pp. 25-27

BROADCASTING POLICY IN NEW ZEALAND 1997/19

- 43.3 per cent felt that the quality had improved;
- 43.2 per cent felt that the quality had remained constant;
- 2.8 per cent felt that the quality had deteriorated; and
- 10.7 per cent did not know.⁶

49 Of Concert FM listeners:

- 34.6 per cent felt that the quality had improved;
- 43.6 per cent felt that the quality had remained constant;
- 3.8 per cent felt that the quality had deteriorated; and
- 18.0 per cent did not know.⁷

Other radio broadcasters

50 As noted above, the Ministry of Commerce licences frequencies rather than stations, so it is not possible to provide a definitive list of broadcasters. Nonetheless, a list of those radio broadcasters believed to be on air in November 1996 is attached as Appendix I.

⁶ Radio New Zealand Annual Report 1995/96, p. 26

⁷ Radio New Zealand Annual Report 1995/96, p. 28

Television

Television: Developments Since 1988/89

51 Prior to the broadcasting reforms, the two nationwide VHF networks - 'Television One and Channel 2' - were the only channels available to New Zealand viewers.

52 Both covered almost 100 per cent of the population, and both were owned by the Government.

Network Television

Television New Zealand Limited

53 Television New Zealand Limited comprises two national networks - Television One and Channel 2 - both of which use Very High Frequencies (VHF), allocated under the old Broadcasting Tribunal system; production studios at Avalon in Lower Hutt; and wholly-owned subsidiaries including Broadcast Communications Ltd (the transmission arm of the old BCNZ), Horizon Pacific Television Ltd, South Pacific Pictures Ltd and Moving Pictures Ltd.

54 As part of a strategy designed to deal with the impact of TV3, programming on Television One and Channel 2 in the late 1980s was designed to be complementary, with audiences segmented between the two channels. Television One was primarily targeted at what Television New Zealand Limited termed 'information seekers', while Channel 2 was targeted at 'entertainment seekers'.

55 More recently, as part of a trend towards convergence in programming for all three networks, this strategy has been modified and differentiation in the target audiences for Television One and Channel 2 has been reduced. Information programmes such as *Fair Go* (a consumer complaints programme) and *Our World* (a nature programme) are now among the top-rating programmes on Channel 2.

56 There is still some marked differences between the age of the audiences of the two channels, however. A survey of viewers early in 1993 indicated that Television One is the preferred channel for 49 per cent of viewers aged 40-54, and 68 per cent of those aged 55 or more.

57 Television New Zealand Limited's main source of revenue is advertising. This totalled \$288m in 1995 (\$238m in 1991). For the year ended 31 December 1995, Television New Zealand Limited reported a net profit after tax (before extraordinary) of \$63m, compared with \$20m in 1991.⁸

⁸ TVNZ Annual Report, 1995

BROADCASTING POLICY IN NEW ZEALAND 1997/22

58 Since it was established in 1988 Television New Zealand Limited has also diversified into new broadcast technology and telecommunications, and has substantially increased its export sales. It has a 16.3 per cent shareholding in Sky TV Limited, the major pay television broadcaster in New Zealand, a 25 per cent shareholding in Clear Communications Limited and a 5 per cent share in Fiji Television Limited.

TV3

59 TV3 - the third national free-to-air network - began broadcasting in December 1989 using both VHF and UHF (the VHF frequencies having been allocated by the Broadcasting Tribunal in 1987). TV3's coverage has increased to the point where it now reaches 97.2 per cent of the population.

60 TV3 provides news, current affairs and information programmes, drama and children's programmes. It attempts to target what its managers see as weak programming areas of both Television One and Channel 2, and thus has tended to aim at a wider audience than either Television One or Channel 2.

61 TV3 Network Limited went into receivership in May 1990. In 1991, partly in response to financial difficulties experienced by the new network, the Government removed restrictions in the Broadcasting Act relating to foreign ownership in broadcasting. TV3's major creditor, the Westpac Banking Corporation, increased its shareholding to 48 per cent, and a Canadian company, CanWest Global Communications Corporation, purchased a 20 per cent shareholding.

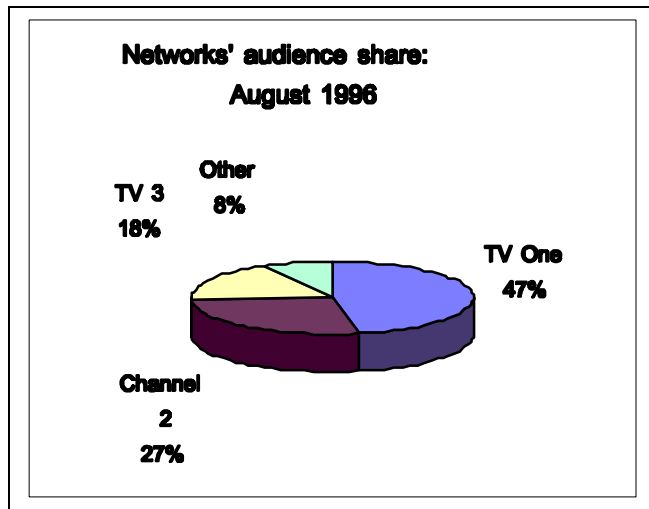
62 CanWest has announced that it intends to acquire 100 per cent of TV3 Network from Westpac Banking Corporation by the end of 1998.⁹

63 In September 1996, TV3 announced plans to establish a second free to air channel to enable it to compete directly with Television New Zealand. 'TV 4', is expected to be on air by June 1997 and will reach approximately 60 per cent of New Zealand's population.

64 As at August 1996, the three networks' share of television audiences was:¹⁰

⁹ "CanWest to move to full TV3 ownership in two years", NZPA, 31 October 1996

¹⁰ AGB McNair. Quoted in *Television Programme Funding (New Television Developments)*, NZ On Air policy paper, August 1996



Trackside Television

65 This channel, owned by the Totalisator Agency Board, has been broadcasting racing, race results, and programmes about racing and selected sports since November 1992, using UHF frequencies. The Action TV programme takes up only 16 per cent of the available broadcasting time on the Totalisator Agency Board's frequencies. The TAB has sublet its downtime on the Channel to Sky Television, which uses it to broadcast the Discovery Channel.

Pay Television

Sky Television

66 Sky TV Limited provides a pay television network broadcasting on UHF. Sky TV's signals are encrypted, with subscribers paying between \$10 and \$13 per week, depending on the number of channels selected, for the hire of decoders to unscramble the signal. Sky offers five channels.

- a movie channel ('HBO');
- a sports channel, based on the US-based cable network ESPN, but including local sports programming as well;
- a news channel, based on CNN International's 24-hour service but supplemented by programming from BBC Television and Television New Zealand;

BROADCASTING POLICY IN NEW ZEALAND 1997/24

- the Discovery Channel which offers documentary-style programming (The TAB's 'Trackside' channel is broadcast free to air on these frequencies); and
- 'Orange' - a channel offering a mix of comedy, drama and movies, often repeats.

67 Although there is relatively little advertising on Sky, some is broadcast between programmes, or in breaks in programmes.

68 Sky began broadcasting in Auckland in May 1990, and now broadcasts to around 260,000 subscribers throughout the main centres.¹¹ The company is owned by an American consortium of Time Warner, TCI, Bell Atlantic and Ameritech (51 per cent), Television New Zealand Limited (16.3 per cent), Todd Communications (14 per cent), and other small shareholders. Independent Newspapers Limited (INL) has recently announced plans to acquire a significant shareholding in Sky, but this is likely to require Commerce Commission approval.¹²

Saturn Communications

69 New Zealand's first commercial cable operator was Kiwi Cable Limited, which began a pilot service to 500 homes in Paraparaumu, north of Wellington in 1992. Kiwi Cable then became Saturn Communications Limited, and is in the process of a \$125 million network expansion. This will take Saturn's potential audience to over 140,000 homes in the metropolitan Wellington region. This project will be completed by the end of 1997. Saturn is currently transmitting over 20 channels on its network, but does not maintain viewing information on any of its channels, other than general marketing surveys, although recent surveys suggest that the most popular channels on its network are TV1, TV2, TV3, CNN, Capital TV and TNT Movies/the Cartoon Channel. As Saturn adds new channels to its network, the non free to air viewing share increases at the expense of the free to air broadcasters. This is consistent with the international cable TV experience. Saturn anticipates that this free to air market erosion will flatten out, and the free to air channels will maintain a relatively constant market share.

¹¹ "100 TV channels expected by end of next year", NZPA Newstrack feed (*ex-Dominion*), 6 November 1996

¹² "Commerce Commission monitors INL-Sky discussions", NZPA Newstrack feed (*ex-Evening Post*), 31 October 1996; see also *The National Business Review*, 25 October 1996, p.71

BROADCASTING POLICY IN NEW ZEALAND 1997/25

70 Many of Saturn's channels are targeted at specific groups. For example, its music channels attract a younger audience, while CNN attracts an older audience. The range of channels offered by Saturn include Nostalgia (classic movies), Frontiers (science and technology), Country Music, TAB, cable sports network, French language channel, NHK (Japanese language channel), religious channel, weather channel and a channel which specialises in regional information.

71 Given that a subscription fee (\$34.95 GST inclusive per month) is charged for Saturn's service, advertising is only a minor source of revenue. The vast majority of Saturn's advertising is very local.

72 Saturn does not currently share production facilities with interested community groups but the company has said it is prepared to do so as it expands its network. Saturn does have a channel dedicated exclusively to community events and activities.

73 Saturn considers that cable is a medium that is very suitable for niche services, and because of its subscription funding, cable operators can provide guaranteed funding to support such niche services. For example, Saturn will be introducing two New Zealand services, one for children and another from the MetService, which would be unlikely to prosper as broadcast channels.

First Media

74 After a successful trial in Auckland, Telecom's First Media Limited has announced plans to cable 70,000 homes by the end of 1997. In January 1997, it offered 14 channels including two exclusive New Zealand channels, 'Local Link' for community programming and a channel for children.

75 A number of other small pay TV operator are also offering services.

Regional Television

Horizon Pacific Television Limited

76 Horizon Pacific Television, which began broadcasting in 1995, is a network of regional stations owned by Television New Zealand Limited. The programming on the stations consists of material sourced from BBC World, the BBC's satellite news and information channel, a variety of networked comedy, drama *et al*, repeats or simulcasts of TVNZ programmes and locally produced news and current affairs.

77 The HPTV group comprises:
ATV (Auckland)

BROADCASTING POLICY IN NEW ZEALAND 1997/26

Coast to Coast Television (Hamilton/Waikato/Bay of Plenty)
Capital Television (Wellington)
CTV (Christchurch)¹³
Southern Television (Dunedin)

78 HPTV uses diary based research to gain an indication of the audiences it is attracting. The most recent research indicates that 61.8 per cent of people in the HPTV coverage areas live in households which have a set tuned to receive HPTV. Almost 79 per cent of those with personal incomes over \$60,000 have sets tuned to HPTV. On a weekly basis, HPTV reaches 22.8 per cent of all those aged 18+ in its coverage area and 23 per cent of white collar workers. On a daily basis, HPTV reaches between 90,000 and 130,000 adults aged 18+.

79 HPTV's programming attracting the highest audience levels includes local news and current affairs. The Friday movie, the Monday documentary and the *South Bank Show* all reach an adult audience of 40,000 or more. The locally produced *Homes & Garden* show is also rating particularly highly. HPTV's highest rating programme ever was a repeat of *Allo Allo* in December 1996, which attracted 86,000 viewers nationwide.

80 HPTV anticipates that advertising revenue will continue to increase rapidly for another two to three years. Local advertising revenue comprises approximately 85 per cent of HPTV's total advertising revenue. Some 2,500 businesses have chosen to advertise with HPTV since it first went to air.

81 The acquisition of Christchurch's CTV has helped HPTV to become more effective in selling to advertising agencies and their clients deals covering the entire South Island, especially deals combining both Christchurch and Dunedin.

Geyser Television Limited: Rotorua

82 Rotorua's Geyser Television is locally owned and operated. In terms of a potential audience, Geyser Television have found that 65 per cent of homes in Rotorua have UHF aerials. Of these people, age 10 plus, 25 per cent sample the channel at least once per week. The channel has a broad based audience and features programmes which appeal to the lower-middle to higher end demographic group.

¹³ Canterbury Television Limited (CTV) was an independent channel that began broadcasting in June 1991. It was acquired by HPTV in late 1995

BROADCASTING POLICY IN NEW ZEALAND 1997/27

83 Geyser TV has recently expanded into studio based programming and has increased the involvement of the local community. Local events, news and community affairs are all covered by Geyser Television. No programming is shared with HPTV. Broadcasting time is, however, shared with interested community groups.

Mercury Television: Southland

84 Mercury Television began broadcasting in late 1996. It transmits for 24 hours a day, offering tourist information programming, programming sourced from satellite feeds and 1-2 hours per day of local news and current affairs.

Music television channels

85 New Zealand's first music channel - Auckland's Max TV now broadcasts 24 hours a day. Dog TV in Palmerston North and Cry TV in Christchurch also offer music television services.

86 Generally, the music television stations are reliant on music videos (some of which are funded by NZ On Air) to fill their schedules. They do, however, also provide live coverage of local bands and other music events.

87 In Christchurch, Cry shares its facilities and broadcast time with community groups.

Channel 9: Dunedin

88 Channel 9 is a regional free to air UHF channel owned and operated by Allied Press in Dunedin.

89 The channel broadcasts for 24 hours a day, offering a visitor information programme of approximately 40 minutes duration. This is repeated between midnight and 9.00 pm. For the remainder of the time, the channel broadcasts music videos targeted at senior high school and tertiary students.

90 The channel broadcasts local advertising during the information programme but there is a bias towards national advertising during the music programme part of the channel's schedule.

BROADCASTING POLICY IN NEW ZEALAND 1997/28

91 Information on the size of the channel's audience is largely anecdotal, although the station reports encouraging feedback from hotels and motels with regard to the visitor information programme and positive results from competitions that have been run as part of the music video programming.

Channel 5: Queenstown

92 Channel 5 is a UHF channel broadcasting to the Queenstown area. Channel 5 is locally owned and operated. It has been in operation since 1990, and employs three staff. Channel 5 is broadcast 24 hours a day; a one-hour tourist programme is repeated throughout the day, and the channel understands that 48 per cent of visitors to Queenstown have seen the programme.

Narrowcast television services

93 Within the blocks of UHF channels reserved by the Government for non-commercial television broadcasting, the Ministry of Commerce is authorised to license secondary services for the purpose of providing low powered in-house broadcasts within schools, hospitals, and similar institutions. Such licences are allocated on a channel adjacent to the frequency reserved for non-commercial television in the area, and are licenced subject to compatibility with any primary non-commercial service using the reserved spectrum.

94 Low powered in-house services operate under a restricted transmission power, and are intended to provide a signal of reasonable reception quality only within the boundaries of the institution. Those who have been granted licences under this policy to date include:

- Pakuranga College, which broadcasts a daily school bulletin programme;
- The Kimberley Centre for the Disabled in Levin, which produces an in house programme as a recreational and therapeutic activity for residents;
- Hutt Valley Polytechnic;
- Massey University; and
- Waikato University.

Introduction of new technologies

95 The broadcasting regime established in 1989 removed any regulatory impediments to the use of new technologies or introduction of new broadcasting services. Since then, new subscription services have been established in both terrestrial television broadcasting and cable television services, including some limited pay-per-view options. New developments, such as satellite transmission and digital compression are also in prospect within the next few years.

Satellite transmission

96 An increasing number of satellites have the ability to transmit broadcasting signals to New Zealand providing opportunities for the establishment of free to air and subscription services. Sky Television has announced plans to use Direct Broadcast Satellite (DBS) to make its signal available nationwide to subscribers and it is expected that this service, requiring 24 (60 cm) dishes to receive the signal, will become operational during 1997, offering up 20 channels.

Digital compression

97 In the future, digital technology will enable new services to be provided by reutilising existing frequencies more efficiently. At the current point in the development of this technology, digital compression of broadcast signals can permit 2-6 distinct programme signals to be broadcast simultaneously on the frequency bandwidth required by each of the analogue television services currently received in New Zealand. Both in New Zealand and internationally, broadcasters are considering conversion to this technology over the medium to long term. One important consideration is that a digital broadcast signal requires a different receiver than current analogue services. A viewer would require a new digital television set, or a set top box capable of converting the digital signal for reception by an existing analogue television set. Digital receivers are not currently available in New Zealand but are expected to become available commercially by 1998.

98 The Ministry of Commerce is undertaking a study, including consultation with interested parties, on future technical requirements for digital broadcasting. Terms of reference for the study include the consideration of spectrum availability, and allocation policies to facilitate the introduction of digital broadcasting as it becomes viable in New Zealand.

Television viewing patterns

99 Since 1988, an increase in the number of free to air and pay-TV channels has led to greater choice for viewers and there has been a small increase in the number of people watching television. In 1988, 35 per cent of people were watching television at any given time between 6.00 pm and 10.00 pm, compared with 38 per cent in 1995.¹⁴ A larger increase has been recorded in the number of hours which people spend watching television. In 1988, viewers watched an average of 9.8 hours of television per week, by 1995, this had increased to 18.9 hours per week.¹⁵

100 There has been a shift in viewing patterns towards later viewing hours. Fewer viewers watch television between 6.00 pm and 7.00 pm now than in 1989, while more viewers watch between 7.00 pm and 10.00 pm.¹⁶ 75 per cent of New Zealand homes now have video recorders, compared with 62 per cent in 1990, and 43 per cent of homes have two or more television sets, compared with 34 per cent in 1990.¹⁷

Advertising

101 Advertising expenditure across all media increased from \$901m in 1987/88 to \$1306m in 1994/95. Radio's share remained constant, but television's share increased, mainly at the expense of newspapers and magazines.¹⁸

102 In summary:

- The proportion of advertising expenditure on **television** increased from 30 per cent in 1987/88 to 38 per cent in 1994/95.
- The market share of **newspapers** decreased from 40 per cent of total advertising expenditure in 1987/88 to 32 per cent in 1994/95.
- Radio's** advertising market share remained relatively constant, changing from 13 per cent in 1987/88 to 12 per cent in 1994/95.

¹⁴ Source: AGB McNair

¹⁵ Source: TVNZ

¹⁶ Source: AGB McNair

¹⁷ Source: TVNZ

¹⁸ Source: Association of Accredited Advertising Agencies of New Zealand

103 These trends reflect a continuation of patterns which had already developed prior to the broadcasting policy reforms.

The quantity of advertising per hour on television

104 The number of minutes of advertising per hour on television has increased substantially since 1988/89. Prior to the broadcasting reforms, Television One and Channel 2 broadcast 9-10 minutes of advertising per hour. After TV3 began broadcasting in 1989, the Association of New Zealand Advertisers noted an increase in the quantity of advertising. It claimed that by 1991 all three national channels were broadcasting an average of 15 minutes of advertising per hour, with up to 18-19 minutes per hour in prime time. A significant proportion of the new advertising comprised station identification messages and programme promotions.

105 The Association complained to Television New Zealand Limited and TV3 Limited that the high volume of advertisements per hour was reducing the impact of paid advertising. Average advertising and promotional material per hour now totals 14.9 minutes for TV One, 15.5 minutes for Channel Two and 15.8 minutes for TV3.¹⁹

Transmission sites and facilities

106 One of the aspects of the structure of broadcasting which went largely unchanged in 1988/89 was Television New Zealand Limited's control of key transmission sites and facilities throughout New Zealand, although Television New Zealand Limited was required through its Statement of Corporate Intent to manage sites and facilities on an arms-length basis.

107 Control of sites used by Television One and Channel 2 was transferred to a new company, Broadcast Communications Limited, a subsidiary of Television New Zealand Limited. The Commerce Act 1986 provided scope for remedies where clients of Broadcast Communications Limited considered that Television New Zealand Limited was using its ownership of key sites and facilities in an anti-competitive manner.

108 In 1991, Telecom New Zealand Limited and other parties complained to the Minister of Communications that the manner in which Broadcast Communications Limited had been managing access to its transmission sites was anti-competitive in effect. Subsequently it was alleged by some sound radio broadcasters that Broadcast Communications Limited's charges for access to sites were excessive in some cases.

¹⁹ Source: TVNZ

BROADCASTING POLICY IN NEW ZEALAND 1997/32

109 Investigations by the Ministry of Commerce provided no evidence to support the claim that Broadcast Communications Limited was discriminating in favour of Television New Zealand Limited in its pricing policies. There was no reason on grounds of anti-competitive behaviour by any of the parties involved to recommend that regulatory or structural changes be made in order to facilitate access to communication sites.

Local content on television

110 The hours of New Zealand programmes broadcast on mainstream, free-to-air television have more than doubled since 1988: 5018 hours in 1995, compared with 2111 in 1988.

111 The figure labelled 'Hours of local content on television' shows the increase in local content over the past five years, and the hours of local content broadcast on each channel. The increase in hours of specific programming categories is as follows:

	1988	1992	1995
Drama and comedy	39	223	357
Sports	509	1735	1545
News and current affairs	550	1009	1045
Entertainment	292	886	454
Children's programmes	325	1264	745
Children's drama	12	33	28
Maori	131	163	173
Documentaries	43	175	257
Information	213	226	415 ²⁰

112 NZ On Air's most recent local content survey (1995) found that:

□ A 26 per cent increase in local drama and comedy, largely as a result of new dramas such as *Plainclothes* and *Cover Story* as well as morning repeats of TVNZ's *Shortland Street*.

□ America's Cup coverage contributed to an increase in locally-produced sports programming, particularly on TV One. 1545 hours of local sports programming was broadcast, 1066 hours of which were TV One.

²⁰ Source: NZ On Air Local Content Survey 1995, p.4

BROADCASTING POLICY IN NEW ZEALAND 1997/33

- There was a four per cent drop in local news and current affairs programming in 1995. While TV One increased the length of its 6.00 pm news programme, *Eye Witness* and *Under Investigation* on Channel Two were discontinued and TV3 cancelled *The Ralston Group* and *Four Corners*.
- 1995 saw an increase of 25 per cent in entertainment programming, partly resulting from repeats of *Face the Music* and the New Zealand *Give us a Clue* on Channel Two and TV3.
- Local children's programming decreased by 10 per cent in 1995, partly because of the cancellation of daily packages such as *The Cartoon Company* which, while locally produced, contained much foreign content. Unlike Channel Two and TV3, children's programming on TV One increased by 118 hours in 1995, with programmes such as *Mirror Mirror*, *Nosey Parkers* and repeats of *Chatterbox*.
- A record 173 hours of Maori programming was screened in 1995, all on TV One. This followed 155 hours in 1994. The major programmes were *Marae*, *Waka Huia* and *Te Karere*.
- Documentary hours also increased in 1995. 257 hours of documentary programming were recorded, 165 of which were screened on TV One.
- Information programming decreased by 13 per cent in 1995. While increased hours were broadcast on TV One, a significant decrease, from 203 to 104 hours was recorded on TV3, largely because of the cancellation of *5.30 Live* in 1994.
- Most local programming continues to be broadcast on TV One.

113 NZ On Air provided \$44.92m in 1995/96 for the production of television programmes which reflected New Zealand identity and culture or were of special interest to minority groups within the community. In addition, Te Mangai Paho spent \$8.67 million (excluding GST) on programmes targeting Maori audiences and the establishment of Aotearoa Television Network, a Maori station as a pilot project in Auckland.

114 Productions funded by NZ On Air in 1995/96 included:

- *City Life*: a drama concerning the lives of a group of Auckland twenty-somethings;

BROADCASTING POLICY IN NEW ZEALAND 1997/34

- Cover Story*: a Wellington-based drama series about a team of current affairs journalists;
- Letter to Blanchy*: a situation comedy involving the exploits of 'three good keen men';
- Skitz*: an irreverent sketch comedy series featuring, amongst others, the Semisi family of Milburn Place;
- Topless women talk about their lives*: a 'micro-drama' of four minute episodes about an extraordinary group of city dwellers;
- Country Calendar*: a continuation of the well-loved series on rural New Zealanders;
- The Adventures of Cumie the Cloud*: an animated children's series about a small cloud that loses, and attempts to find, his family;
- Squirt*: a real-time animated penguin hosts a weekend morning cartoon show;
- Heartland*: a monthly one-hour documentary series broadcast, taking viewers into small communities and off-shore islands;
- You and Me*: the first New Zealand-originated preschoolers' programme, featuring both English and Maori languages;
- Ten Guitars*: a documentary about the all-time great party song by Engelbert Humperdinck;
- The Great New Zealand Sexuality Showdown*: Brian Edwards hosts a studio-based examination of the nation's attitude to sex;
- Arts programming*, including the *Work of Art* and *Sunday* were produced and screened on TV One and TV3 in 1995/96.
- Smokefree Sports*: a series of short pieces about minority sports, including sports featuring disabled people and ethnic minorities, which screens in TV One's *Sunday Grandstand*;
- Tagata Pasifika*: 38 weekly half hour programmes providing coverage of a range of topics and issues of relevance to Pacific Island people living in New Zealand;

BROADCASTING POLICY IN NEW ZEALAND 1997/35

- *Asia Dynamic*, screened on both TV One and the network of Horizon Pacific regional stations, provided programming for members of the Asian community in New Zealand;
- *Praise Be*, an interdenominational hymn series and *Religious Specials* provided coverage of Christian issues and events such as Christmas and Easter; and
- *Teletext sub-titles*: the number of hours of programmes broadcast with teletext sub-titles for people with impaired hearing has increased by over 400 per cent since 1988, to more than 40 hours per week, including sub-titles on the main daily news bulletin on Television One. NZ On Air provided \$1,000,000 for teletext subtitles in 1995/96.

Maori Broadcasting

Maori Broadcasting

115 In 1988 'Maori broadcasting' comprised:

- Maori news services provided through the National Radio network;
- television programmes in the Maori language, broadcast on Television One; and
- a Maori radio station (Te Upoko o Te Ika, based in Wellington).

116 In February 1997 Maori broadcasting comprised, in addition to the above:

- 21 publicly funded and three independent Maori radio stations, broadcasting in Kaitaia, Mangamuka Bridge (Northland), Whangarei, Auckland, Paeroa, Te Kuiti, Whakatane, Tauranga, Murupara, Ruatoria, Ngaruawahia, Rotorua, Gisborne, Taradale (near Hastings), Tokoroa, Turangi, New Plymouth, Palmerston North, Wanganui, Wellington, Blenheim and Christchurch; and
- a Maori television channel, Aotearoa Television Network, funded by Te Mangai Paho and broadcasting on UHF for five hours a day in the Auckland area as a pilot programme. Funding was provided for the period 1 May 1996 to 6 February 1997.

Te Mangai Paho

117 A new Maori broadcasting funding agency, Te Reo Whakapuaki Irirangi, (now known as 'Te Mangai Paho') was established by the Broadcasting Amendment Act 1993.

118 Te Mangai Paho's role is to provide funding assistance for radio and television broadcasting whose primary purpose is the promotion of Maori language and culture. It has a board of up to seven members, appointed by the Minister of Communications in consultation with the Minister of Maori Affairs.

119 From 1 January 1995, Te Mangai Paho took over responsibility for funding Maori radio stations which had previously been funded by NZ On Air. An informal agreement has now been reached under which Te Mangai Paho funds Maori programming aimed at Maori, while NZ On Air continues to fund programmes of interest to Maori, but also of interest to a wider audience.

BROADCASTING POLICY IN NEW ZEALAND 1997/38

120 Te Mangai Paho currently receives 14.4 per cent of net Public Broadcasting Fee revenue from NZ On Air. It is also partly-funded by the Crown through Vote: Communications.

Maori radio

121 In 1989 AM and FM frequencies were reserved in all centres of significant Maori population for the use of broadcasters promoting Maori language and culture. AM frequencies were reserved in Auckland, the Bay of Plenty, Wellington and Christchurch for the use of a national Maori broadcaster - Aotearoa Maori Radio.

122 The Ministry of Commerce is required by the Minister of Communications to encourage iwi organisations, rather than broadcasters, to act as licenceholders of frequencies reserved for the promotion of Maori language and culture. This is to ensure that in each case there is a kaitiaki (guardian) of the language and culture, independent of the broadcaster, whose task is to ensure that licences continue to be used for the promotion of Maori language and culture.

123 Short term licences, for periods of up to twelve months, are initially issued to an appropriate iwi organisation in the area concerned. When short term broadcasting has been undertaken for a year or more and where both the licenceholder and the Ministry are satisfied that the use of the frequency has been in accordance with the terms of the licence, the licenceholder will be invited to apply for a long term licence, effective until 2011.

124 The conditions attached to licences issued to Maori broadcasters using reserved frequencies permit them to obtain revenue from advertising and to otherwise operate in a commercial manner, provided:

- the primary purpose of the broadcasting involved is the promotion of Maori language and culture; and
- the primary audience is intended to be a Maori one.

125 The number of Maori radio stations has increased substantially since 1988. In 1988 only one station - Wellington's Te Upoko o Te Ika - was operating on a continuous basis. By September 1993 NZ On Air was funding 22 such stations, broadcasting to an estimated 70 per cent of the Maori population, at an annual cost of \$7.7m. All stations funded by NZ On Air were broadcasting on AM or FM frequencies reserved by the Crown for the purposes of promoting Maori language and culture.

BROADCASTING POLICY IN NEW ZEALAND 1997/39

21 of these stations continue to be funded by Te Mangai Paho (Auckland's Mai FM continues to operate but no longer receives public funding) and a National Maori Radio Service of 910 hours per year is now available to stations. In 1995/96, Te Mangai Paho spent \$8.1 million (excluding GST) on radio projects.

Monitoring Maori language content

126 Since taking over responsibility for funding Iwi radio, Te Mangai Paho has carried out extensive monitoring of the quality of language outputs. In 1995/96, language incentive payments of \$20,000 were paid to all iwi and regional Maori radio stations.

Maori television

127 Until 1996, all public funding for Maori television was directed to programmes broadcast on the commercial networks - that is, on the 'mainstream' channels. In 1995/96, in addition to the special purpose Maori television pilot project, Te Mangai Paho spent \$5.4 million (excluding GST) on the production television programmes of particular interest to Maori viewers for broadcast on the networks. The main programmes funded are:

- Te Karere*: a 10-minute news programme, broadcast in the Maori language on Channel One at 7.20 am and 5.50 pm each day, at a cost to Te Mangai Paho of \$2.5 million (excluding GST).
- Waka Huia*, a one-hour weekly programme in Maori, at a cost to Te Mangai Paho in 1995/96 of \$777,000 (excluding GST).
- Marae*: a one-hour weekly magazine programme for Maori viewers, broadcast mainly in English on Channel One, at a cost to Te Mangai Paho in 1995/96 of \$1.9 million.

Special purpose Maori television

128 In 1996, Te Mangai Paho provided funding for Aotearoa Television Network, a standalone pilot project for Maori television. The station received funding as a pilot project from 1 May 1996 to 31 October 1996, and then as an Auckland regional television service until 6 February 1997. ATN broadcast primarily in Maori for five hours a day on a UHF frequency reserved for Maori use in Auckland.

Joint Maori Crown Working Group

129 A Joint Working Group on Maori broadcasting was established by the Government in early 1996. The group comprised representatives of the New Zealand Maori Council; the Maori Congress, Nga Kaiwhakapumau i Te Reo Maori; the Maori Women's Welfare League; the Department of the Prime Minister and Cabinet; the Ministry of Commerce; Te Puni Kokiri and the Treasury.

130 The Joint Working Group's role was to focus on the identification of key issues in relation to Maori broadcasting to reach agreement on working definitions of key terms such as "mainstreaming".

131 The Joint Working Group reported to Government in January 1997 and the Government is now to consider long-term arrangements for the provision of television and radio services for Maori. It is hoped that the Government will be in a position to make a decision on long term funding for special purpose Maori television by June 1997.

**Non-commercial
Broadcasting and
Reserved Frequencies**

Non-commercial Broadcasting

Reservation of frequencies

132 The Radiocommunications Act 1989 established a new property right licensing regime for spectrum, which permitted most licences to be traded on the open market. However, to ensure that provision was made for services unlikely to be provided for in the market, the Government set aside some radio frequencies for non-commercial use, or for specified social purposes, as follows:

- AM frequencies were reserved for short term use by either commercial or non-commercial operators, typically for special events;
- an AM frequency was reserved for the use of non commercial broadcasters in each centre with a population of 10,000 or more;
- AM and FM frequencies were reserved for the promotion of Maori language and culture in all areas of significant Maori population;
- provision was made for extensions of coverage of community radio services where no primary signal was available;
- provision was made for the extension of coverage by National Radio and Concert FM;
- frequencies were reserved within Blocks 3 and 4 of the UHF band for the use of non-commercial television broadcasters, and broadcasters promoting Maori language and culture.

Seventh Schedule broadcasters

133 In addition, the Seventh Schedule of the Radiocommunications Act specifically protected the licence rights of 18 non-commercial broadcasters who had obtained their warrants to broadcast prior to 1 July 1989. These included the Christian broadcaster, Radio Rhema (11 frequencies), and six student radio stations.

134 A major benefit for Seventh Schedule broadcasters was their exemption from the Radiocommunications Act's regime of charges reflecting the commercial value of licences (charged to commercial broadcasters at a rate of 1.5 per cent of gross income per annum).

BROADCASTING POLICY IN NEW ZEALAND 1997/43

135 Each Seventh Schedule licence was subject to the same conditions of use which had applied to their Broadcasting Tribunal warrants. These covered such issues as the fact that the licence could not be sold, hours of broadcast, restrictions on advertising, and format restrictions.

136 In July 1991 the restrictions on radio advertising on these licences were reduced. All Seventh Schedule broadcasters were permitted to advertise for up to six minutes per day (Maori radio stations were already exempt from any restrictions on the amount of advertising which they might broadcast), and to broadcast for 24 hours a day, provided there were no additional claims on the use of the frequency in question. Student radio stations were permitted to broadcast for twelve months of the year, whereas their licences had previously related to broadcasting during university terms.

137 If they wished, and provided they agreed to make payments to the Crown reflecting the commercial value of the licence, Seventh Schedule broadcasters could exchange their restricted licences for ordinary commercial licences. Some stations have taken up this option, and it is possible that others, particularly student radio stations, will choose to do so in the future.

Allocation of reserved frequencies: radio

138 Licences for the use of frequencies reserved for non-commercial broadcasting are allocated by the Ministry of Commerce. Non-commercial broadcasters are also able to obtain frequencies by tender. The following conditions apply to licences for AM frequencies reserved for non-commercial radio broadcasting:

- Licences may not be used for 'profit services';
- Licences may not be transferred to other parties;
- Licenceholders must reconsider at six-monthly intervals the allocation of time to interested parties in the centre concerned. This time allocation must reflect:
 - the need to cater for a variety of broadcasting interests, including new entrants;
 - the entitlement of parties making larger contributions towards costs to greater proportions of the time available;
 - the ability of parties to fill the broadcasting time allocated or sought;

BROADCASTING POLICY IN NEW ZEALAND 1997/44

- any matters drawn to the licenceholder's attention by the Secretary of Commerce;
- any other matters the licenceholder considers relevant;
- Licenceholders must ensure that broadcasting activities are not undertaken with the intention of making a profit, and that any profits which result from the use of the licence are either spent on improving the broadcasting services of the station or donated to unrelated non-profit organisations;
- Licenceholders may be required to provide accounts in order to demonstrate that their activities are not making a profit;
- Licences are to be surrendered to the Crown on request of the Secretary of Commerce.

139 Initially licences for frequencies reserved for non-commercial radio broadcasting are allocated for a trial period of six months. If their use has been consistent with the Government's objectives in reserving the frequencies in question, long term licence rights may then be issued which provide access to the licence until the year 2011.

140 Licences for these reserved frequencies are currently held by the following stations:

Auckland Community Access Radio
1206 Community Radio Hamilton
Radio Kidnappers, Hawkes Bay
Coast Radio, Waikanae
Hills FM, Dunedin

141 AM frequencies reserved under this policy are also available in Wanganui, Gisborne, Taupo, Tokoroa, Rotorua, Palmerston North, Greymouth, Levin, Gore, Wellington, Masterton, Hawera, Whangarei, Feilding, New Plymouth, Tauranga, Christchurch, Timaru, Nelson, Whakatane, Blenheim, Oamaru, Ashburton, Invercargill.

Allocation of reserved frequencies: television

142 Ultra high frequencies (UHF) have been reserved by the Government for use by non-commercial broadcasters. 'Non-commercial' television services are considered to be those offering programming that would not readily be provided by a commercial service (that is, one run for profit).

BROADCASTING POLICY IN NEW ZEALAND 1997/45

The services are permitted to carry some advertising to assist towards covering the costs of providing the service. The level of advertising will however be limited, given that:

- the overall objective of the service is 'not for profit'; and
- the licenceholders are expected to draw on other sources of funding support, in keeping with the non-commercial objectives of the service.

143 The non-commercial purposes envisaged by Cabinet in 1990 were use by:

"... access, student/educational, Christian and other non-profit broadcasters who are unable to establish services using spectrum which is already available, and also for short-term broadcasts by non-profit organisations."

144 The reserved UHF frequencies have yet to be used anywhere in New Zealand by non-commercial broadcasters, except for 'amateurs' (transmission hobbyists) who use one channel at various locations, and some low power 'in house' uses for schools and hospitals. However, in response to growing interest in their use in some centres, the Government approved a new set of allocation criteria for the reserved frequencies in May 1996, and opened an application process for access to the licences. In December 1996 the Ministry of Commerce announced its intention to allocate licences to three of the 21 applicants - Triangle Community Television Ltd in Auckland, Canterbury Communications Trust in Christchurch (also operators of the successful access radio station Plains FM), and Eggplant Television in Dunedin. It is expected that the technical and licensing arrangements required to enable broadcasting to commence will be completed within 12 months. Subject to completion of these arrangements, start-up dates will be determined by the licenceholders.

145 The 21 applications were assessed by the Ministry of Commerce against the following allocation criteria, which took into account a range of programming, management and technical considerations:

- a The extent to which the proposal increases the diversity of programme choice for viewers.
- b The extent to which a proposal can cater for non-commercial services not being provided on a national level. These may include Parliamentary broadcasts, educational services such as foreign language programming, religious programming, coverage of minority sports, and New Zealand documentaries and short films.
- c The extent to which the proposal provides access to local and regional programme makers.

BROADCASTING POLICY IN NEW ZEALAND 1997/46

- d The extent of geographic coverage possible for non-commercial services, given spectrum capacity.
- e The extent to which time is made available for non-commercial uses, including in prime time.
- f The extent to which the proposal can demonstrate that its overall objective is 'not for profit'.
- g The prospect that the proposal will be implemented.
- h The extent to which the proposal contains sufficient accountability mechanisms to ensure that it delivers on its undertakings to provide services.

Arrangements include:

- Mechanisms for equitable allocation of air time among all interested users.
 - Procedures for resolving disputes over allocation of time to users.
 - Systems for ensuring efficient management of services.
 - Provision of satisfactory services to the full variety of audience to be catered for.
 - Mechanisms for ensuring compliance by all users on the frequency with broadcasting standards.
- j Any potential future public benefit from providing for the transition of services to digital transmission.
 - k Any other benefits the Secretary of Commerce considers the proposal may offer.

146 The three successful applicants have proposed regionally-based services with a mix of local community involvement; coverage of local news, sports and events; programming for special interest groups (including women, children, ethnic groups, persons with disabilities); educational material; and programming that promotes New Zealand identity and culture. Provision will be made for community groups and local programme makers to have access to air-time.

BROADCASTING POLICY IN NEW ZEALAND 1997/47

147 At present, non-commercial spectrum remains unallocated in centres outside Auckland, Christchurch and Dunedin. The Ministry will accept applications for the unallocated spectrum at any time and, where consistency with the allocation criteria warrants further consideration, further expressions of interest will be invited in the affected coverage area before an allocation decision is considered.

Non-commercial radio

148 NZ On Air currently spends approximately 27 per cent of its income each year on National Radio, Concert FM, access radio, and other non-commercial radio services.

Access radio

149 Publicly-funded access radio stations have been established to enable minorities or special interest groups in the community to broadcast programmes of specific interest to members of such groups. In 1988, Wellington Access Radio was the only access station in the country. Further stations which have since been established as continuous broadcasters are:

- Access Community Radio Auckland
- 1206AM Community Radio Hamilton
- Wairarapa Access Radio, in Masterton
- Fresh FM, in Nelson, Motueka and Blenheim
- Plains FM, in Christchurch
- Hills FM, in Dunedin
- Southland Community Broadcasters, in Invercargill
- Coast Radio, in Waikanae
- Radio Kidnappers, in Hawkes Bay
- Print Disabled Radio, in Levin
- Kapiti Coast Access Radio

BROADCASTING POLICY IN NEW ZEALAND 1997/48

150 Each of these stations is funded by NZ On Air in accordance with a Ministerial Direction, dating from 1 June 1989, which requires NZ On Air to:

"... make funds available for access radio services at a level at least equal in real terms to the amount provided by the Broadcasting Corporation of New Zealand in the 1987/88 financial year..."

151 Under this policy, public funding for access radio has increased from \$0.7m in 1988/89 to \$1.5m in 1995/96.

Pacific Island radio

152 As at November 1996, two Pacific Island radio stations were broadcasting:

□ 531PI, an Auckland-based station which began broadcasting in August 1993, on a frequency reserved by the Government for the Pacific Island communities. 531PI received a NZ On Air grant towards capital costs of \$217,000, and is currently receiving assistance towards operating costs at an annual rate of \$125,000. It broadcasts for 24 hours per day, seven days a week and is managed by Radio 531PI Limited, a company which is wholly owned by the Auckland Pacific Island Community Radio Trust. The Trust comprises two representatives of each of the eight Pacific Island communities in Auckland.

□ Samoan Capital Radio in Wellington, which commenced broadcasting in June 1992. Samoan Capital Radio broadcasts for 35 hours each week on an AM frequency leased from Wellington Access Radio Inc. The station receives funding from NZ On Air at an annual rate of \$149,000 per annum. Other Pacific Island community organisations in Wellington reach their communities through Wellington Access Radio.

153 In addition, Reo Atumotu ('The Voice'), a Pacific Island station owned by United Christian Broadcasters, is broadcasting on 1593 AM (a privately owned frequency) in Auckland. Reo Atumotu is a commercial station which provides opportunities for community participation. It has received no public funding from NZ On Air.

Funding for New Zealand music

154 NZ On Air funds several schemes aimed at promoting music by New Zealand artists, including:

□ the production of New Zealand music videos NZ On Air funded videos have now screened over 51,400 times on television, as follows:

BROADCASTING POLICY IN NEW ZEALAND 1997/49

National network television:	2,625
Sky Television:	6,471
Max TV (Auckland):	15,117
Cry TV (Christchurch):	24,628
Other:	2,658

TOTAL:51,499²¹

- radio programmes about New Zealand music which are broadcast on commercial music radio stations to an estimated weekly audience of 200,000;
- a 'Radio Hits' scheme, whereby record companies are refunded for costs incurred in recording and releasing any New Zealand single which attracts significant airplay on commercial radio;
- the 'Kiwi Hit Disc' scheme, under which a compilation of new releases by New Zealand artists is distributed free to every radio station in the country.

155 In 1992 more records by New Zealand musicians entered the national singles sales charts than at any time in the previous 20 years. 50 locally-produced records entered the charts compared with 14 in 1989. Trends since 1992 are as follows:

Year	NZ Entries in National Singles Charts
1992	50
1993	35
1994	50
1995	36

156 In addition, NZ On Air's funding contract in relation to National Radio and Concert FM specifies that the following minimum proportion of New Zealand music must be played by these services:

	Minimum proportion
National Radio	20 % (180 hours)
Concert FM	15 % (854 hours)

²¹ Source: NZ On Air. Figures are the best available count and may underestimate the number of times NZ On Air funded videos have been screened

Coverage of remote areas

157 Since sound radio services were established the achievement of better coverage has been an explicit Government policy objective. In 1990, at the time that most sound radio frequencies were made available to the market, a number of frequencies were reserved by the Government for the purpose of extending service to areas unable to receive National Radio, Concert FM, local community radio, and network television services.

Radio

158 In 1990, eight frequencies were reserved for National Radio and Concert FM extensions to the following areas with populations of 10,000 or more.

- National Radio: Tokoroa/Putaruru, Rotorua, Wairarapa and South Canterbury;
- Concert FM: South Northland, Gisborne, Rotorua and Eastern Bay of Plenty.

159 With funding assistance from NZ On Air, extension services were subsequently implemented by Radio New Zealand in these areas. Further Concert FM extensions have since been undertaken in parts of Northern and Central Northland and Central Otago which also meet the 10,000 population threshold, again with funding support from NZ On Air and the use of frequencies reserved by the Government in 1994. Frequencies were also provided at that time to enable RNZ to restore secondary services at Picton, Blenheim and Oamaru which had suffered interference from new commercial services in the area.

160 In addition, the Government in 1996 reserved nineteen additional frequencies for transmission of National Radio to smaller communities (between 1000 and 10,000 population). These frequencies will permit the signal to be carried to most of the remaining six per cent of New Zealanders currently unable to receive National Radio.

161 Frequencies have been reserved to serve Otorohanga, Murupara, Taumarunui, Taihape, Waiouru, Ruatoria, Te Kuiti, Turangi, Raetihi, Reporoa, Hanmer, Twizel, Reefton, Harihari, Fox Glacier and Franz Josef, Te Anau, Wanaka, and Ranfurly. Extensions of National Radio to those areas would be undertaken as community owned and operated services, with assistance from NZ On Air to meet the annual linking costs of relaying the signal into the area.

162 Eighteen frequencies were reserved for extensions of local community radio services into areas with populations of 1000 or more not receiving a primary community signal.

BROADCASTING POLICY IN NEW ZEALAND 1997/51

Frequencies were set aside in Hawke's Bay, Murchison, South Westland, inland South Canterbury, inland Wanganui, South Taranaki and Lakes Tarawera and Okareka. Services have since been provided in Murchison by Fifeshire FM Limited (broadcasting from Nelson), in inland South Canterbury by Port FM Limited (Timaru), in South Westland by the Radio Network (Greymouth) and in South Taranaki by Energy FM Limited (New Plymouth).

Television

163 Prior to the 1988/89 broadcasting reforms, extensions of coverage by both Television One and Channel 2 - and maintenance of coverage in remote areas where it had already been established - were the responsibility of the Broadcasting Corporation of New Zealand. In 1987/88, the Corporation spent \$3.4m on non-commercial television coverage. As at 31 March 1988, the level of coverage of Television One and Channel 2 was as follows:

Television One	99.93 per cent
Channel 2	99.64 per cent

164 Under the new broadcasting regime, responsibility for public funding for extensions of television coverage passed to NZ On Air. It was required to maintain and extend the coverage of television and sound radio broadcasting to "New Zealand communities that would otherwise not receive a commercially viable signal ..." provided coverage was "... maintained at least at the level achieved by the Broadcasting Corporation of New Zealand on 1 April 1988 ..."

165 In 1990, its first full year of funding, NZ On Air spent \$4.5m on maintenance and extensions of coverage. By 1995/96, with coverage needs virtually met, this had fallen to \$3.3m.

Archiving of radio and television programmes

166 Prior to the broadcasting reforms of 1988/89, the Broadcasting Corporation of New Zealand was responsible for the archiving of radio and television programmes. When the Corporation was disestablished, Radio New Zealand Limited and Television New Zealand Limited assumed this responsibility. The New Zealand Film Archive (established in 1981) is responsible for archiving film and video material of artistic, social or historic value.

167 NZ On Air provided \$1.04m for the archiving of radio and television programmes in 1995/96, in accordance with a provision in the Broadcasting Act 1989 requiring NZ On Air to:

"... encourage the establishment and operation of archives of programmes that are likely to be of historical interest in New Zealand ..."

Election Broadcasting

Election Broadcasting

168 Prior to 1989, political parties were granted free broadcasting time by the Broadcasting Corporation of New Zealand for the purposes of Parliamentary Elections. The Broadcasting Act 1989 and amendments in 1990 and 1993 introduced new regimes for the broadcast of election programmes.

169 The current regime provides for qualifying parties to receive a proportion of available State funding (\$1.85 million excluding GST in each of the 1990, 1993 and 1996 elections) to pay for broadcast time for their election programmes. The Electoral Commission is responsible for determining qualifying parties (according to the criteria in the Act) and allocating State funds and any free or discounted time offered by broadcasters. As was the case prior to 1989, political parties may not spend their own funds on the broadcast of election programmes, although expenditure on production costs is not restricted.

170 The Broadcasting Standards Authority determines standards complaints on election programmes, where not resolved by the broadcaster to the complainant's satisfaction within 96 hours of the broadcast.

Broadcasting Standards

Broadcasting Standards

171 Prior to the establishment of the new broadcasting policy regime in 1988/89, the Broadcasting Tribunal was responsible for the maintenance of ethical programming standards in broadcasting. The tribunal could, if it wished, decline to renew a warrant if it was dissatisfied with the behaviour of a broadcaster. It did not take such action at any point.

172 In a broadcasting environment where entry to the market and innovation in services and technology were unfettered by Government regulation, the standards regime established under the Broadcasting Act 1989 reflected the Government's wish to ensure the public interest was protected through the maintenance of robust content and ethical standards. The regime provides a range of sanctions to suit the severity of any breach, ranging from the requirement to broadcast a statement concerning an upheld complaint, to the requirement that a broadcaster cease broadcasting altogether for up to 24 hours. The new system was also based on the premise that broadcasters should have the primary responsibility for the maintenance of their own standards, and for the resolution of any complaints.

173 Broadcasters are required to maintain standards consistent with:

- the observance of good taste and decency;
- the maintenance of law and order;
- the privacy of the individual;
- balance - that is, the presentation of significant points of view when controversial issues are discussed;
- any approved code of broadcasting practice applying to the programme in question.

174 The Broadcasting Standards Authority was established in 1989 to ensure that broadcasters meet these responsibilities. Complainants who are dissatisfied with broadcasters' decisions may appeal to the Authority, which also ensures the development and observance of appropriate codes of practice by broadcasters.

Complaints

175 The number of complaints considered by the Broadcasting Standards Authority has increased significantly in the years of its operation as public awareness of the complaints procedures has grown. In 1989/90 the Authority published twelve decisions; 45 in 1990/91; 76 in 1991/92; and 144 in 1992/93. This level of activity was sustained (151 in 1993/94 and 144 in 1994/95) through to 1995/96 when decisions increased again to 171, probably in response to greater efforts by broadcasters to publicise the complaints procedures over the preceding year.

176 The Broadcasting Standards Authority is required to follow a semi-judicial process when hearing complaints, involving consultation with interested parties. This means that some decisions are made a considerable time after the broadcast which is the subject of the complaint.

177 The Broadcasting Act 1989 allowed broadcasters up to 60 working days in which to respond to a complaint. In 1996, this was amended to require broadcasters to respond to complaints within 20 working days, with provision for an extension of up to 20 days in the case of complex complaints. In most cases, broadcasters respond well inside the 20 day period. In addition, the Authority has sought to reduce the time which it takes to determine complaints. In 90 per cent of complaints considered, the Authority's decision is issued within 40 working days after full documentation is received, unless delayed by Court proceedings.

Basis of complaints

178 In 1995/96, breaches of standards of good taste and decency attracted over a third of all complaints to the Broadcasting Standards Authority. (13 of these 64 complaints were upheld.) A similar number of complaints referred to unbalanced, unfair or inaccurate reporting.

179 Television attracts the most complaints: in 1995/96, 55 per cent of decisions involved TVNZ, 14 per cent involved TV3 and 9 per cent involved other television services including Sky.

Penalties

180 The Broadcasting Standards Authority has seldom used the full range of the sanctions available to it under the Broadcasting Act 1989. The Authority nevertheless has the power to order a broadcaster to:

BROADCASTING POLICY IN NEW ZEALAND 1997/57

- broadcast a statement concerning a complaint;
- pay costs to a complainant;
- pay costs of up to \$5,000 to the Crown in respect of an upheld complaint;
- in cases concerning the infringement of privacy, pay compensation of up to \$5,000
- withdraw from broadcast, or broadcast subject to conditions, a programme series found to present serious breaches of standards (such as depicting serious physical harm, torture, sexual violence or contact of a degrading nature, or promoting criminal acts or terrorism);
- refrain from broadcasting advertising for a period of up to 24 hours;
- refrain from broadcasting altogether for a period of up to 24 hours.

181 In 1995/96, 19 orders were made by the Authority. 10 related to complaints about balance, fairness and accuracy, three related to complaints about good taste and decency and one each about alcohol promotion and denigration. All required the broadcast of a statement. Four complaints about breaches of privacy resulted in compensation being awarded to the complainants. One was awarded \$2,500, one \$1,500, one \$750 and one \$500.

For the Public Good

182 No broadcaster has yet been required to suspend broadcasting. However, following the broadcasting of a programme entitled 'For the Public Good' on Television New Zealand Limited's *Frontline* current affairs programme in December 1990, the Broadcasting Standards Authority received formal complaints from the New Zealand Business Roundtable, the Treasury and five other parties. The Authority concluded that standards of truth and accuracy and of balance, impartiality and fairness had been so severely breached by Television New Zealand Limited as to warrant the imposition of one of the most severe penalties open to it.

183 Television New Zealand Limited was accordingly required to:

- broadcast apologies to the Business Roundtable and the Treasury, summarising the Authority's decision; and
- refrain from broadcasting advertising material between 6.00 pm and closedown on Sunday, 3 February, 1991 (which, the company estimated, cost it \$100,000 in lost revenue).

Mighty Morphin Power Rangers

184 In 1994, considerable public concern arose over the children's television series *Mighty Morphin Power Rangers*. Both the broadcaster TVNZ and the Authority received a large number of written and telephone complaints objecting to the series' focus in violence as a means of resolving conflict and commenting on the negative impact that the series had on the behaviour of children, particularly pre-schoolers. The Broadcasting Standards Authority received five formal complaints about the programme, which were upheld on the following grounds:

- each episode gave an overwhelming impression of the relentless recurrence of violent acts, in a predictable formula of the creation of conflict between the Power Rangers and their adversaries, and so breached standard V1, which requires any violence portrayed to be justifiable; ie essential in the context of the programme;
- the cumulative effect of violence in each episode and in the heavy concentration of episodes each week day for 12 weeks breached standard V10, which requires that the overall effect of a programme or series must avoid the impression of excessive violence;
- the series breached standard V11, which requires that any portrayal of violence or other anti-social behaviour must not glamorise the act;
- TVNZ's early response to public concern - to edit out some violent incidents, and to provide public service announcements by members of the cast explaining the difference between fantasy and reality and the dangers of violent play - were insufficient to meet the standard G12, which requires broadcasters 'to be mindful of the effect any programme may have on children in their normally accepted viewing times'.

185 The Authority took the unusual step of advising TVNZ of its decision prior to public release. TVNZ responded immediately by cancelling the next series. Notwithstanding similar public concern in other western nations, New Zealand is the only country where this programme has been withdrawn from broadcast.

Codes of practice

186 In July 1989 the Broadcasting Standards Authority adopted codes of broadcasting practice for radio and television which had been developed by committees of industry representatives and lay people. Since 1989, minor changes have been made to these codes. In addition, the Authority has developed new codes in the areas of violence and liquor advertising, in response to its research findings on broad community views on these issues.

BROADCASTING POLICY IN NEW ZEALAND 1997/59

187 In 1995 the Authority commenced a review of the code of practice applying to pay television, with a particular focus on the standards applying to sexually explicit material. Some delays have been experienced while sufficient funding was obtained for crucial public opinion research. However, the review is expected to be completed in 1997. Once adopted by the Authority, it will apply to all pay television operators whether broadcasting over the air or via cable services.

Violence

188 Research conducted in 1990 by the Mental Health Foundation found that the amount of violence on television had increased since a similar survey in 1982. In 1990, the highest level of violence was found in programmes broadcast on TV3.

189 Television New Zealand Limited made 218 cuts in programmes on grounds of 'gratuitous or excessive violence' in 1991, and 575 cuts in 1992, reflecting what the company described as 'taking a harder line' on the depiction of violence.

190 The Broadcasting Standards Authority responded to this and other research relating to the level of violence in programmes broadcast on television by issuing a revised code on the portrayal of violence. This code, which has been in place since 1 January 1993, introduced 21 specific standards covering, among other things, sports, news and current affairs, and children's programmes. It prohibits the portrayal of gratuitous violence, the depiction of violence as acceptable or glamorous, and unacceptable violence in children's programmes.

191 The Mental Health Foundation's 1995 Media Watch Survey (the ninth such survey conducted over several years) found the following:

- the level of violence on the three major free to air channels was the lowest of any media watch survey and, at an average of 3.9 episodes of violence per hour, it was less than half the level of the three other surveys done in the 1990s;
- violence in children's viewing time had reduced by more than half although it is still high at 4.7 episodes per hour;
- for children aged 2-12, there were few real alternatives to cartoons and animated programmes which traditionally contain a high level of violence;
- promotions for programmes contained an exaggerated level of violence and contain more violence per hour than any other type of programme.

BROADCASTING POLICY IN NEW ZEALAND 1997/60

192 As a response to ongoing public concerns about violence on television, the Government in 1995 introduced a Broadcasting Amendment Bill which sought to strengthen the standards regime in several ways, to make it more user friendly and responsive to the public. It:

- provided more detailed requirements on broadcasters to publicise the complaints process;
- required broadcasters to process complaints within 20 days (reduced from 60 days);
- provided the Broadcasting Standards Authority (BSA) with the additional sanction of withdrawing a series or placing conditions on its screening;
- introduced a discretionary sanction (awarding of costs) to a maximum of \$5,000 on individual broadcasters for complaints upheld by the Broadcasting Standards Authority;
- increased the BSA's funding through an industry-wide levy to adequately fund its activities, including research and code development;
- provided for one member of the Broadcasting Standards Authority to be nominated on the basis of consultation with the broadcasting industry, and one to be appointed after consultation with public interest groups in relation to broadcasting.

The Bill was made law on 1 July 1996.

Liquor advertising

193 In February 1992, the Broadcasting Standards Authority introduced a new alcohol advertising code which permitted brand advertising on television after 9pm, subject to several conditions relating to the style of advertising involved. The new code was reviewed after six months of operation, leading to some changes in rules relating to incidental advertising and moderation/no alcohol messages. Responsibility for this code was passed to the Advertising Standards Authority in 1993 as part of the decision to permit industry self-regulation of advertising.

194 The ASA fully reviewed the code in 1994/95. Submissions were received from a wide range of community groups, representatives of the health, advertising and broadcasting sectors, and interested individuals. The review made the following changes to the code:

BROADCASTING POLICY IN NEW ZEALAND 1997/61

- not only must liquor advertisements not be directed at minors, but they must not have 'strong or evident appeal to minors';
- the role of the sponsor - whether in credits, or the use of logos or signage - must be subordinate to the sponsored activity;
- promotion of immoderate consumption - eg references to 'happy hour' or 'all you can drink for \$X' - was prohibited;
- strong emphasis on observance of the spirit of the code. (Five basic principles prefaced the detailed rules, and it was also explicitly signalled that observance of the letter of a rule merely may constitute a breach of the code);
- the review recommended more research on Maori perceptions of liquor advertising and moderation messages, and that the ASA and ALAC more effectively promote the complaints procedures among Maori.

The code will be reviewed again in 1998.

Good taste and decency

195 The Broadcast Standards Authority has not developed a specific code dealing with good taste and decency. There are several relevant standards in the general codes of practice adopted by the Authority in 1989, however, concerning good taste and decency, denigration of women and children, and the association of sex and violence.

196 In 1992/93 almost all complaints relating to good taste and decency concerned the *Sex* series broadcast by Television New Zealand Limited. The broadcast in 1993 of sexually explicit material in Playboy Channel programmes on Sky TV led to public comment, including letters to newspapers and to Members of Parliament, but no complaints on this issue were dealt with by the Authority. Sky has since ceased broadcasting this programme.

197 The pay code review which is currently underway will address appropriate standards for pornography on subscription services (see above). 250 submissions from the public and broadcasters, and public opinion research undertaken by the Authority, are inputs to the code review which is expected to be finalised in 1997.

Advertising standards

198 In 1992 the Government decided that the advertising industry should be permitted to regulate its own standards, both because the industry's own procedures were considered to be accessible, quick and effective, and in order to ensure consistency in the application of advertising standards, codes of practice and complaints determinations across all media. It was also felt that the transfer of this responsibility would enable the Broadcasting Standards Authority to put more effort into its other areas of responsibility.

199 This decision was given effect to by the Broadcasting Amendment Act 1993, which transferred responsibility for maintaining advertising standards to the Advertising Standards Authority, an industry-funded body representing broadcasting, print media and advertising interests. The Advertising Standards Authority has a long-standing sub-committee, the Advertising Standards Complaints Board, which considers complaints about advertising standards.

Appendices

BROADCASTING POLICY IN NEW ZEALAND 1997/64

Appendix I

The following is a list of radio broadcasters believed to be operating as of November 1996:

1XX
PO Box 383
WHAKATANE

1Z0 Radio Forestland
PO Box 272
TOKOROA

1ZU King Country Radio
PO Box 383
TAUMARUNUI

2XS
PO Box 446
PALMERSTON NORTH

2XX
PO Box 132
PARAPARAUMU

2ZD Radio Wairarapa
PO Box 220
MASTERTON

2ZE Radio Marlborough
PO Box 225
BLLENHEIM

3ZA Radio Scenicland
PO Box 378
GREYMOUTH

BROADCASTING POLICY IN NEW ZEALAND 1997/65

3ZC Radio Caroline
PO Box 275
TIMARU

4XO Gold
Private Bag 1957
DUNEDIN

4XA Central
PO Box 143
ALEXANDRA

4XC Resort
PO Box 224
QUEENSTOWN

4XD
PO Box 404
DUNEDIN

4XF Foveaux FM
PO Box 1740
INVERCARGILL

4ZG Hokonui
PO Box 292
GORE

4ZW Radio Waitaki
PO Box 426
OAMARU

89 FM Gisborne
PO Box 200
GISBORNE

BROADCASTING POLICY IN NEW ZEALAND 1997/66

91 ZM
PO Box 2913
CHRISTCHURCH

91.1 FM
7 Maryport Street
LAWRENCE

91 ZM
PO Box 1991
WELLINGTON

93 Rox (93.4 FM)
Private Bag 1957
DUNEDIN

93 ZM
PO Box 845
WHANGAREI

The Fish (94.2 FM)
PO Box 1131
TAUPO

97.6 FM
PO Box 690
KAITAIA

98 FM RDU
University of Canterbury
Private Bag 4800
CHRISTCHURCH

BROADCASTING POLICY IN NEW ZEALAND 1997/67

99 Life FM
PO Box 8379
CHRISTCHURCH

AM 1206 Community Radio
PO Box 15213
Dinsdale
HAMILTON

Ashburton FM
PO Box 635
TIMARU

Atiawa FM
PO Box 36111
Moera
LOWER HUTT

Auckland Access Radio
PO Box 5609
Wellesley Street
AUCKLAND

Awhi FM
PO Box 162
REPEROA

Bay Rock
PO Box 383
WHAKATANE

BBC World Service
Worldwide Broadcasting Ltd
PO Box 800
Shortland Street
AUCKLAND

BROADCASTING POLICY IN NEW ZEALAND 1997/68

BFM (95.4 FM)
Private Bag 92019
AUCKLAND

Big River Radio
Corner James and John Streets
BALCLUTHA

The Box (91.7 FM)
PO Box 10399
WELLINGTON

The Breeze (94.1 FM)
PO Box 11441
WELLINGTON

91 ZM
Private Bag 92-198
AUCKLAND

The Breeze
PO Box 9540
HAMILTON

Broadcasting School
96.1 FM
PO Box 22095
CHRISTCHURCH

Central FM
PO Box 195
WAIPUKURAU

Channel Z (97.4 FM)
PO Box 9113
WELLINGTON

BROADCASTING POLICY IN NEW ZEALAND 1997/69

Classic Hits ZAFM 98.8FM
PO Box 802
INVERCARGILL

Classic Rock 92.5
PO Box 13392
TAURANGA

Classic Rock 96 FM
PO Box 241
NAPIER

Classic Hits 90FM
PO Box 43
NELSON

Classic Rock Q91 FM
PO Box 1045
PALMERSTON NORTH

Classic Hits 89FM
PO Box 888
DUNEDIN

Classic Hits 95 BOP FM
PO Box 642
TAURANGA

Classic Hits 97.8FM
PO Box 1045
PALMERSTON NORTH

Classic Rock C93 FM
Private Bag 4750
CHRISTCHURCH

BROADCASTING POLICY IN NEW ZEALAND 1997/70

Classic Hits 97FM
PO Box 1147
ROTORUA

Classic Hits 90FM
PO Box 141
NEW PLYMOUTH

Classic Hits B98FM
PO Box 1484
CHRISTCHURCH

Classic Hits B90FM
PO Box 300
WELLINGTON

Classic Hits 97FM
PO Box 378
AUCKLAND

Classic Gold
PO Box 52
RANFURLY

Classic Rock 97.5 Beach FM
2 Bongard Road
WHITIANGA

Classic Hits Radio Northland
PO Box 845
WHANGAREI

Classic Hits 89FM Bay City Radio
PO Box 241
NAPIER

BROADCASTING POLICY IN NEW ZEALAND 1997/71

Classic Hits ZHFM 98.6FM
PO Box 489
HAMILTON

Coast Access Radio
PO Box 381
WAIKANAE

Coastline FM
PO Box 2429
TAURANGA

Concert FM
PO Box 123
WELLINGTON

Contact 89 FM
Private Bag 3059
HAMILTON

Coromandel FM
PO Box 962
THAMES

Counties-Manukau Radio
PO Box 737
PAPAKURA

Easy 89 FM
PO Box 930
BLLENHEIM

Easy Listening 97 FM
PO Box 9540
HAMILTON

BROADCASTING POLICY IN NEW ZEALAND 1997/72

Easy 98 FM
PO Box 869
NEW PLYMOUTH

The Edge FM
PO Box 19293
HAMILTON

The Edge
c/o 70 Peel Place
WAINUIOMATA

Energy FM
PO Box 869
NEW PLYMOUTH

Fifeshire Classic FM
PO Box 907
NELSON

Fifeshire FM
PO Box 907
NELSON

FM Country
PO Box 8822
Symonds Street
AUCKLAND

Fresh FM
306 Hardy Street
NELSON

Fresh FM
PO Box 263
MOTUEKA

BROADCASTING POLICY IN NEW ZEALAND 1997/73

Gisborne's 2ZG
PO Box 1040
GISBORNE

Golden Bay Broadcasting Society
Golden Bay Work Centre
Commercial Road
TAKAKA

Hawera's 2ZH
PO Box 341
HAWERA

Heartbeat FM
PO Box 77
TAUMARUNUI

Hitz 89 FM
PO Box 881
MASTERTON

Hot 93
PO Box 193
HASTINGS

i 98 FM
Private Bag 92 198
AUCKLAND

Iwi FM
PO Box 980
INVERCARGILL

Iwi FM
PO Box 177
OHAKUNE

BROADCASTING POLICY IN NEW ZEALAND 1997/74

Kaitaia Community Radio
PO Box 690
KAITAIA

KCC FM
PO Box 100
WHANGAREI

Kis FM
PO Box 393
TAUPO

Lake City 96 FM
PO Box 92
ROTORUA

Lakeland FM
PO Box 967
TAUPO

Mai FM
Private Bag 68886
Newton
AUCKLAND

Radio 531 PI
PO Box 11230
AUCKLAND

Mercury FM
PO Box 16
WHITIANGA

More FM
PO Box 8880
Symonds Street
AUCKLAND

BROADCASTING POLICY IN NEW ZEALAND 1997/75

More FM
PO Box 27000
WELLINGTON

More FM
PO Box 155
NAPIER

More FM
PO Box 25209
CHRISTCHURCH

National Radio
PO Box 123
WELLINGTON

Newstalk ZB Auckland
PO Box 3526
AUCKLAND

Newstalk ZB Taranaki
PO Box 141
NEW PLYMOUTH

Newstalk ZB Manawatu
PO Box 1045
PALMERSTON NORTH

Newstalk ZB Wellington
PO Box 300
WELLINGTON

Newstalk ZB Waikato
PO Box 489
HAMILTON

BROADCASTING POLICY IN NEW ZEALAND 1997/76

Newstalk ZB Southland
PO Box 802
INVERCARGILL

Newstalk ZB Dunedin
PO Box 888
DUNEDIN

Newstalk ZB Hawkes Bay
PO Box 241
NAPIER

Newstalk ZB Bay of Plenty
PO Box 642
TAURANGA

Newstalk ZB Christchurch
PO Box 1484
CHRISTCHURCH

Nga Uri O Hineamaru
PO Box 1127
WHANGAREI

Northern Wairoa Community Radio Trust
PO Box 199
DARGAVILLE

Otago Community Broadcasters
PO Box 2142
SOUTH DUNEDIN

Peak FM
PO Box 99
OHAKUNE

BROADCASTING POLICY IN NEW ZEALAND 1997/77

Pirate Radio
24 Grafton Road
Roseneath
WELLINGTON

Plains FM
PO Box 22 297
CHRISTCHURCH

The Point
Private Bag 92-128
AUCKLAND

Port FM
PO Box 635
TIMARU

Q92 FM
PO Box 92
QUEENSTOWN

The Quake
PO Box 10399
WELLINGTON

Radio 3ZE Ashburton
PO Box 465
ASHBURTON

Radio Kidnappers
PO Box 680
HASTINGS

Radio Ferrymead
269 Bridal Path Road
CHRISTCHURCH

BROADCASTING POLICY IN NEW ZEALAND 1997/78

Radio Ngati Porou
PO Box 226
RUATORIA

Radio Nayland
Nayland College
Nayland Road
Stoke
NELSON

Radio Rhema
Private Bag 92636
Symonds Street
AUCKLAND

Radio Weka
PO Box 92
Waitangi
CHATHAM ISLANDS

Radio Waitomo
PO Box 276
TE KUITI

Radio One
PO Box 1436
DUNEDIN

Radio Hauraki
Private Bag 92-198
AUCKLAND

Radio Pacific
Private Bag 47903
Ponsonby
AUCKLAND

BROADCASTING POLICY IN NEW ZEALAND 1997/79

Radio Massey
Massey University
Private Bag 11-222
PALMERSTON NORTH

Radio Active
PO Box 11971
WELLINGTON

Radio 95FM
PO Box 603
LEVIN

Radio Aotearoa
PO Box 97254
SOUTH AUCKLAND MAIL CENTRE

Raglan Community Radio
PO Box 76
RAGLAN

River City FM
PO Box 632
WANGANUI

Riverside FM
PO Box 176
HUNTLY

Rock 100 FM
PO Box 202
NEW PLYMOUTH

Rock 93 FM
PO Box 19293
HAMILTON

BROADCASTING POLICY IN NEW ZEALAND 1997/80

Samoan Capital Radio
PO Box 6647
Te Aro
WELLINGTON

Scream FM
Taranaki Polytechnic
Private Bag 2030
NEW PLYMOUTH

Ski FM/Ruapehu Radio
c/o Post Office
OHAKUNE

Soul FM
PO Box 97254
SOUTH AUCKLAND MAIL CENTRE

Sounds 93 FM
PO Box 930
BLLENHEIM

Southland Community Broadcasters
PO Box 1
INVERCARGILL

Star FM
PO Box 928
WANGANUI

Sun FM
PO Box 427
WAIROA

Tautoko FM
RD 2 Okaihau
MANGAMUKA

BROADCASTING POLICY IN NEW ZEALAND 1997/81

Te Reo Irirangi O Pare Hauraki
PO Box 135
PAEROA

Te Reo Irirangi O Ngati Raukawa
PO Box 842
TOKOROA

Te Reo Iriraki Ki
PO Box 15115
CHRISTCHURCH

Te Reo Irirangi O Whanganui
PO Box 430
WANGANUI

Te Reo Irirangi Kiwa
PO Box 1224
GISBORNE

Te Reo O Tauranga Moana
PO Box 382
TAURANGA

Te Reo Irirangi O Ngati Kahungunu
PO Box 7010
TARADALE

Te Reo Irirangi O Nga
Tai Tamariki A Tira Hou
c/o PO Box 1
INVERCARGILL

Te Reo Irirangi O Maniapoto
PO Box 416
TE KUITI

BROADCASTING POLICY IN NEW ZEALAND 1997/82

Te Korimako O Taranaki
PO Box 4232
NEW PLYMOUTH

Te Reo Irirangi O Te Arawa
PO Box 883
ROTORUA

Te Upoko O Te Ika
PO Box 9852
WELLINGTON

Te Reo Irirangi O Tapuika
PO Box 256
TE PUKE

Te Reo Irirangi O Rangitane
PO Box 1341
PALMERSTON NORTH

Te Reo Irirangi O Tainui
PO Box 208
NGARUAWAHIA

Te Reo Irirangi O Te Hiku O Te Ika
PO Box 458
KAITAIA

Te Reo Irirangi O Te Ika Whenua
PO Box 98
MURUPARA

The Radio Network Limited
PO Box 2092
WELLINGTON

BROADCASTING POLICY IN NEW ZEALAND 1997/83

The Rhythm Company
Harbour FM
PO Box 937
BLLENHEIM

Tumeke FM
PO Box 2090
WHAKATANE

Tuwharetoa 97.2FM
PO Box 87
TURANGI

The Voice 1593AM
Private Bag 8116
Symonds Street
AUCKLAND

Waihi Community Radio
140 Seaforth Road
WAIHI BEACH

Wairarapa Access Radio
PO Box 698
MASTERTON

Wairau 98 FM
PO Box 883
BLLENHEIM

The Wave
719 Port Road
WHANGAMATA

BROADCASTING POLICY IN NEW ZEALAND 1997/84

Wellington Access Radio
PO Box 9073
Te Aro
WELLINGTON

Whitestone FM
PO Box 12
OAMARU

X-FM
PO Box 34046
CHRISTCHURCH

Xtreme 100
PO Box 105
CLIVE

BROADCASTING POLICY IN NEW ZEALAND 1997/85

Appendix II

Television broadcasters understood to be operating as at February 1997:

Television New Zealand Limited (Channels One and Two)

PO Box 3819

AUCKLAND

Telephone: (09) 377 0630

TV3 Network Limited

PO Box 92 624

Symonds Street

AUCKLAND

Telephone: (09) 377 9730

Sky Network Television Limited (five channels)

PO Box 9059

Newmarket

AUCKLAND

Telephone: (09) 579 9999

Horizon Pacific Television (Head Office for the HPTV regional stations)

PO Box 33 983

Takapuna

AUCKLAND

Telephone: (09) 377 9220

ATV (HPTV)

PO Box 4094

AUCKLAND

Telephone: (09) 377 9220

Coast to Coast Television (HPTV)

PO Box 19 309

HAMILTON

Telephone: (07) 839 7839

BROADCASTING POLICY IN NEW ZEALAND 1997/86

Capital City Television (HPTV)
PO Box 9087
WELLINGTON
Telephone: (04) 385 3002

CTV (HPTV)
PO Box 3714
CHRISTCHURCH
Telephone: (03) 365 4303

Southern Television (HPTV)
PO Box 585
DUNEDIN
Telephone: (03) 467 7437

Cry TV
PO Box 13 540
CHRISTCHURCH
Telephone: (03) 377 2911

Mainland Television
PO Box 595
NELSON
Telephone: (03) 546 6567

Max TV
PO Box 8859
Symonds Street
AUCKLAND
Telephone: (09) 309 4170
Fax: (09) 379 6581

Dog TV
PO Box 128
PALMERSTON NORTH
Telephone: (025) 477 349

BROADCASTING POLICY IN NEW ZEALAND 1997/87

Trackside Television
c/o TAB Head Office
PO Box 38 899
WELLINGTON
Telephone: (04) 576 6999

Eastland Television
PO Box 230
GISBORNE
Telephone: (06) 867 9646

Channel 9
c/o Allied Press
PO Box 517
DUNEDIN
Telephone: (03) 477 4760

Channel 5
PO Box 133
QUEENSTOWN
Telephone: (03) 442 6430

Channel 51
PO Box 5163
NAPIER
Telephone: (06) 835 3351

Geyser Television
PO Box 583
ROTORUA
Telephone: (07) 348 8984

Static Television
c/o Waikato University Students Association
Private Bag 3059
HAMILTON
Telephone: (021) 518 854

BROADCASTING POLICY IN NEW ZEALAND 1997/88

Saturn Television (formerly Kiwi Cable)
PO Box 38 600
WELLINGTON
Telephone: (04) 915 5000

Mercury Television
PO Box 708
INVERCARGILL
Telephone: (03) 214 6900

First Media
Private Bag 92 029
AUCKLAND
Telephone: (09) 366 6000