

KAUPAPA POUAKA WHAKAATA MAORI
MAORI TELEVISION POLICY

HE TUHINGA MATAPAKI
DISCUSSION DOCUMENT

Ka ngaro te reo, ka ngaro taua, pera i te ngaro o te Moa
(If the language be lost, we will be lost, as lost as the Moa)

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MAORI TELEVISION POLICY

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NGA KUPU WHAKATAKI A TE MINITA

MINISTERS' FOREWORD

The Government wants to promote te reo Maori which is a taonga under the Treaty of Waitangi. It can do this in a number of ways and a Maori language policy framework is currently being developed which will provide a basis for evaluating the various broad options. Broadcasting, education, the community and the home could all play a part in promoting te reo Maori.

In respect of broadcasting, te reo Maori can be fostered through both television and radio. Public funding is disbursed by Te Mangai Paho, the Maori broadcasting funding agency, for iwi-based Maori radio and Maori programmes that screen on the main commercial networks. The adequacy of present arrangements for Maori radio will be considered at a later stage. In the meantime, the Government is anxious to develop a long-term Maori television policy and we would welcome your views on the options described in this document.

In identifying certain options, the Government is not saying that its mind is closed to others. It is simply saying "of the many options available, these look the most promising to the Government - what do Maori think, do Maori have a particular preference for these, or any other options?"

The Government will not make any policy decisions on these matters without carefully considering the views of Maori, including those of the national Maori organisations with whom the Government has been having discussions for some time. Arrangements have been made for hui in Auckland, Rotorua, Wellington and Christchurch in June and July to enable wide-ranging discussion on Maori television services. Other meetings with specific groups such as Maori broadcasters are also planned. The purpose of this document is to inform and guide these discussions. It also serves as the basis on which written submission can be made.

We look forward to your comments and hope that discussions will be constructive and enjoyable.

Maurice Williamson
Minister of Communications

Tau Henare
Minister of Maori Affairs

PROCESS OF CONSULTATION

1. Four hui have been planned, to enable discussion of Maori television issues. They will each start with a powhiri at 10am, and will be held in the following places:

Date	Place	Venue
Thursday 26 June	Rotorua	Tamatekapua Marae Ohinemutu
Friday 27 June	Auckland	Hoani Waititi Marae Glen Innes
Wednesday 2 July	Christchurch	Rehua Marae St Albans
Thursday 3 July	Wellington	Pipitea Marae Thorndon

2. The Hon Tau Henare and the Hon Maurice Williamson plan to attend at least part of each hui. Officials from the Ministry of Commerce and Te Puni Kokiri will be present throughout each hui.

3. In addition, meetings will be organised with Maori broadcasters so that they can give their views.

4. Mr Erima Henare has agreed to facilitate the hui. His role will be to guide and summarise the discussions. It would be very helpful if anyone wishing to make submissions at the hui could provide a written copy to Mr Henare at the time.

5. A small number of pre-consultation workshops will be held before the hui in order to explain options, provide appropriate background information and stimulate discussion. Details of dates and times will be publicised locally, and can also be obtained from Te Puni Kokiri's regional development offices.

THE POINT WE HAVE REACHED

Crown's Treaty and legal obligations

6. The Crown has an obligation to promote te reo Maori which is a taonga under the Treaty of Waitangi. There are various avenues for fostering te reo Maori, the most important of which are broadcasting, education, the community and the home.

7. In relation to broadcasting, the Crown has already taken steps towards developing Maori radio. It now wishes to develop its policy on Maori television services in consultation with Maori, including the possibility of a separate television channel and the extension of Maori language programming on commercial television, i.e. mainstreaming. Given commitments it has made to the Courts, the Crown wishes to develop its policy on Maori television services as soon as possible, consistent with achieving a sound outcome. Television is used to foster endangered indigenous languages in many countries overseas, e.g. the United Kingdom and the Netherlands in respect of the Welsh and Friesian languages respectively.

Previous consultations

8. There has been a long history of consultation between the Government and Maori on the development of Maori broadcasting policy, including the development of Maori television services.

9. Four hui on Maori television services were held in 1991, involving the Minister of Communications. The Ministry of Commerce consulted with Maori at marae-based hui in 1994 and 1995. Te Mangai Paho organised three hui on Maori television services in 1996.

10. More recently, consultation has taken place in the context of the Joint Crown/Maori Working Group on Maori Broadcasting Policy (Joint Working Group) which was made up of representatives of the New Zealand Maori Council, the Maori Congress and Te Ropu Wahine Maori Toko I Te Ora, together with Nga Kaiwhakapumau I Te Reo Inc (referred to in this document as the national Maori organisations) and officials from the Ministry of Commerce, the Department of Prime Minister and Cabinet, the Treasury and Te Puni Kokiri. The Group met throughout 1996, and produced two reports, in September and November. Copies of these reports are available from regional development offices of Te Puni Kokiri. Meetings between Ministers and principals of the national Maori organisations took place in September and November 1996, and in March and April 1997.

11. Throughout the consultations over the last six years, a strong and consistent theme expressed by Maori has been that Maori television services must be established.

12. The national Maori organisations have seen “stand alone Maori television” as one of the three basic “planks” of Maori broadcasting policy (the others being “mainstreaming” and Maori radio). In the Joint Working Group, stand alone Maori television was defined as: “a separate television channel whose assets are owned and managed by Maori and whose programming is determined by Maori, subject to appropriate accountability arrangements both to Maori and the Crown”.

13. A further theme in previous consultations has been that Maori television services should be nationally-based rather than provided by individual iwi. The scale of resources required for successful Maori television services would appear to make this a sensible approach. There would be scope to include some programme material of interest to particular iwi although most material could be expected to be of wider interest.

Maori television services today

14. A range of Maori television services are currently being provided in Maori and English.

15. Te Mangai Paho funds the production of *Te Karere*, *Waka Huia* and *Marae* and other independent programmes which are broadcast by Television New Zealand (TVNZ) outside of “primetime” at a cost of \$5.4m in 1996/97. *Te Karere* is the news in Maori; *Waka Huia* and *Marae* are predominantly broadcast in Maori.

16. NZ on Air allocates approximately \$2m a year for Maori and Maori interest programmes in English, such as *Mai Time*, which are broadcast by both TVNZ and TV3.

17. From May 1996 to February 1997, Te Mangai Paho allocated a total of \$8.0m to enable Aotearoa Television Network (ATN) to broadcast between 5pm and 8pm each day in a part of the Auckland region. Its estimated typical audience size was 7,000-16,000 at peak viewing hours, broadcasting to a potential audience of about 70,000. Maori language content reached 60% of total hours broadcast on average. ATN continues to broadcast on its temporary frequency licence which expires on 30 June 1997, but without public funding.

18. Pounamu Greenstone Television (PGT), which is staffed predominantly with former ATN employees, has indicated its intention to commence broadcasting north of Auckland and has obtained the rights to use a commercial television frequency for that purpose. PGT is also likely to apply for a licence covering the Auckland metropolitan area. No public funding is currently being provided.

19. UHF frequencies have been reserved throughout New Zealand for the purpose of non-commercial and Maori broadcasting. These would permit the development of a New Zealand-wide Maori television service covering major population centres.

What the Government wants to achieve

20. As stated above, there are various avenues for fostering te reo Maori, the most important of which are broadcasting, education, the community and the home. The level of government involvement in any particular initiative will be influenced, among other things, by the effectiveness of that initiative in promoting te reo Maori.

21. One of the aims of broadcasting policy under the Coalition Agreement is “to ensure broadcasting maintains, promotes and protects the Maori language”.

22. Consistent with the Government's desire to promote te reo Maori, it follows that the primary purpose of any public funding for any Maori television services should be the promotion of te reo Maori through Maori language programming.

23. Maori language and Maori culture are inextricably linked. Ancillary to the Government's primary goal, therefore, is the need to provide programmes that reflect Maori back to Maori, and also to non-Maori, as an integral part of broadcasting policy. Promotion of New Zealand identity and culture has been an integral element of broadcasting policy for many years and includes promotion of Maori identity and culture.

24. To meet the Government's goal, it will be necessary to ensure that a reasonable number of good quality programmes in te reo Maori are available to both Maori and non-Maori audiences. This will involve establishing an appropriate balance between such matters as the quantity, quality and geographical coverage of Maori language programming. It will also be necessary to ensure that any public funds are subject to appropriate accountability measures.

25. Particular concerns are the need to ensure that any organisation providing Maori television services has a stable and accountable structure, has a commitment to broadcasting in the Maori language and provides services that are credible to Maori.

26. The Government would not want to limit the scope for Maori initiatives in broadcasting. It should be open to Maori to progress their own initiatives wherever possible. It is also possible for such initiatives to combine public and private funding, e.g. public funding for a limited time until commercial revenues can be secured. Alternatively, Maori may wish to extend the scope, level or coverage of publicly-funded Maori broadcasting initiatives by securing other funding.

27. Finally, the Government wants to provide for sufficient flexibility in any institutional arrangements for providing Maori television services. If, in the future, there is strong and compelling evidence to show that public funds are better spent in education or some other area, either within or outside broadcasting, the necessary adjustments can be made.

OPTIONS FOR DEVELOPMENT OF MAORI TELEVISION SERVICES

Note: In the following pages references are made to the possible establishment of a public broadcasting service channel based on Television New Zealand's regional television network (Horizon Pacific). The implications of TVNZ's recent announcement that its regional stations will close are not clear at this stage. The Government would still be able, however, to consider a public broadcasting service option, including possibly the use of other frequencies.

Introduction

28. The Government accepts that it has an obligation to develop a policy in respect of Maori television services and to decide this within a specified time. In order to meet its commitments to the Courts, the Government would like to be in a position to make final policy decisions as soon as practicable and, if possible, by the end of July.

29. Clearly, the Government would wish any public funds allocated to Maori television services to be administered in a cost effective manner.

30. Te Mangai Paho and NZ on Air currently disburse public funding for Maori programming. This approach has enabled a separate Maori television channel to be trialled in Auckland.

31. In developing its future policy, the Government has a range of options. A number of these appear to be impracticable on technical, cost and other grounds. An example is giving individuals vouchers with which to purchase Maori television services.

32. In respect of broadcasting, te reo Maori can be fostered through both television and radio. The focus of this discussion document is the development of a policy on Maori television services in respect of which the Crown has Treaty and legal obligations. Maori radio has not been overlooked. The adequacy of present arrangements will be considered at a later stage when staffing resources allow.

33. A number of choices are available for promoting te reo Maori through television. These include Maori language programming to be broadcast by a separate television channel (which could be new, or a reorganised existing channel such as Television New Zealand's Horizon Pacific) and/or on commercial networks (by an existing or new broadcaster). The appendix to this document sets out diagrammatically how these choices relate to one another and some of the questions that arise if particular choices are made.

34. There are a number of key issues to be considered before these questions can be addressed. For example, how should Maori language programming be funded? What television format is the most appropriate? These and other issues are considered below.

Definition of terms

Separate television channel

35. For the purposes of the following discussion, the term “separate television channel” is used simply to distinguish Maori programming on a separate, dedicated television channel from that provided on TV1, TV2, TV3 or TV4, i.e. “mainstreaming”. It should not be confused with “stand alone Maori television”, as defined by the Joint Working Group. Conceivably, there are a number of different forms that a separate television channel could take of which stand alone Maori television is but one.

Mainstreaming

36. The ordinary meaning of this term is the provision of Maori programming on the main commercial networks.

37. In the Joint Working Group, “mainstreaming” was defined as broadcasting:

- “(a) on “mainstream” media (that is, radio stations, radio networks or television channels whose audience shares are of significant size);
- (b) generally but not invariably in prime time (meaning between 6pm and 10pm in the case of television, “drive time” in the case of radio, and such other times as those when target audiences such as children are watching or listening), and in an adequate amount;
- (c) for reasonable periods at any one time (ranging from Maori language and cultural material inside and as an integral part of programmes predominantly in the English language to programmes wholly in the Maori language); and
- (d) which is intended to have the effect of:
 - (i) raising the profile/status/mana of Maori language and culture and enhancing their recognition as a part of everyday life;
 - (ii) presenting the Maori language as one which has relevance, is significant, and is worth learning; and
 - (iii) providing a Maori view of the world, in its full complexity.”

Funding of Maori language programming and other services

38. The amount of public funding the Government provides for Maori language programming is a matter for the Government to decide, following consultation, taking into account what it can reasonably afford and the extent to which such programming is likely to be successful in meeting the Government's goal to promote te reo Maori.

39. Clearly, the more funding provided, the more Maori language programming can be expected. Public funding for Maori television services, however, has to be weighed against other priorities, e.g. Maori radio and other measures for the promotion of te reo Maori.

40. As discussed above, the Government would not want to limit the scope for Maori initiatives in broadcasting. It should be open to Maori to progress their own initiatives wherever possible, including initiatives that combine public and private funding.

41. Another matter is deciding how funding for Maori broadcasting is to be provided. The present approach is to disburse public funds through Te Mangai Paho and NZ on Air, both of which are responsible for making their own funding decisions, within an overall framework consistent with the Government's policy.

42. In deciding how funding should be provided, and to whom, a number of options can be identified for the purposes of discussion. These are summarised in the following paragraphs.

Increased pool of funding available to all broadcasters

43. If the Government decided to provide more funds for Maori television services, it could increase the pool of funds available to a funding body which would then be able to fund Maori language programming shown on a separate television channel or on any of the commercial networks. In other words, funds would be allocated on the basis of who could provide programming which represented the best value for money. Under this approach, the broadcaster is effectively selected by the funding body.

The Government chooses the broadcaster

44. Another approach would be for the Government to direct some or all of any increased funding to an existing or new broadcaster. The Government could retain the ability to switch to an alternative broadcaster if the broadcaster's performance was not up to standard. Establishing a separate television channel is one option. TVNZ has suggested another. This would involve the Government funding the establishment of a new "public broadcasting service" channel based on the format of Horizon Pacific's regional television network, involving a mixture of Maori programming, educational material and existing programming.

45. The public broadcasting service option could provide up to three hours of Maori language programming a day, of which one and a half hours would be new programming with Maori language programming shown up to 7.30pm. This approach would have the advantage of using existing infrastructure and, at least initially, TVNZ's expertise. This should enable a short implementation phase. It would overcome a start-up hurdle for any new channel - transmitting signals to television sets, and persuading viewers to tune their sets to the new frequency.

46. Given the mix of programming envisaged with this option, it is likely to involve less Maori programming than some other options. It is unclear whether a combined format would be acceptable to Maori and non-Maori audiences and whether the current proposal for Maori language programmes to be shown only between certain times would be acceptable to Maori. It is possible, however, that a combined format would enable Maori programming to reach non-Maori viewers who may otherwise not have taken an interest in such programmes.

Broadcaster owned by the Government or by the Government and Maori

47. A further step would be for the Government to own an existing broadcaster such as TVNZ's Horizon Pacific or to establish a new broadcaster, although this may have the effect of limiting the extent to which Maori can identify with the channel and control its programming.

48. The Government could jointly own the broadcaster in conjunction with Maori. In the Joint Working Group, for example, a particular set of arrangements based on a trust were discussed. The Maori representatives on the Joint Working Group suggested an arrangement in which the trustees would be representatives of the Crown and Maori. Particular issues to resolve under this option would be accountability arrangements, the appointment of trustees, ownership of assets such as frequencies, copyright in programming, and the level and certainty of funding. This arrangement would be likely to reduce the Government's ability to switch to another broadcaster if the performance of this body was unsatisfactory.

49. If the Government were to select or own the broadcaster, either alone or in conjunction with Maori, it would be more difficult to ensure that programming was being produced and broadcast in a cost effective manner. The broadcaster could produce all its own programming, absorb the majority of any resources available and limit the options for independent producers of Maori programming. One way to overcome this potential problem would be to ensure that the broadcaster purchased all programming from independent producers.

Frequencies

50. UHF frequencies suitable for a New Zealand-wide transmission network have been reserved for Maori. The Government could consider making these available to any organisation capable of providing Maori television services that reach a significant number of Maori throughout New Zealand, provided the frequencies were used primarily for Maori language programming.

51. Other means of providing programming outside the Government's direct control are available, e.g. through cable, satellite links, and privately-held frequencies. These will provide opportunities in the medium to long term for increasingly widespread coverage.

52. There will clearly need to be some form of coordination because frequencies are managed by the Ministry of Commerce, whereas funding is a matter for Te Mangai Paho and possibly the Government. One possible approach would be for Te Mangai Paho, or an equivalent body, to call for proposals for a New Zealand-wide Maori television service, including the means for this to be provided. A decision would be made on the basis of which provider was likely to provide the most effective services in relation to te reo Maori and Maori culture, while at the same time being credible to Maori, and ensuring that the expenditure of public funds was fully accountable.

53. This may require members of the Government to facilitate a process which ensures that Maori skills and experience in broadcasting were brought together so that they could be used to best effect.

54. Once identified, a provider may then have to seek access to any necessary frequencies from the Ministry of Commerce. The Government would wish to ensure that frequencies were used primarily for Maori language promotion through suitable contractual arrangements.

Transmission costs

55. A further funding issue is whether public funds will be provided to assist with the establishment and maintenance of transmission facilities. Obviously, this would not arise in the Horizon Pacific example since a network is already in operation.

56. Advice from an independent engineering consultant is that a nationwide, terrestrial television network would cost between \$4.8m and \$5.1m to establish, depending on network configuration. The total operational cost, once the network was established, would be between \$3.6m and \$4.0m a year. Linking by satellite would be significantly less expensive.

Mainstreaming

57. The Courts have recognised the importance of raising the status of te reo Maori among all New Zealanders. This requires the Crown to consider developing policies for both a separate television channel and the extension of Maori language programming on commercial networks.

58. The Government is already providing funding support for the broadcasting of Maori language programmes, and programmes containing te reo Maori and Maori cultural material, on the main networks. If the quantity of Maori language programming in primetime on these networks were to be increased suddenly audience numbers would be likely to decline with a consequent loss of advertising revenue. Network operators would seek to recover this loss from the Government.

59. To meet the objective of raising the profile of te reo Maori through broadcasting on mainstream commercial networks, it may be possible to have some modest increase in programming of the type contemplated by the Joint Working Group. The Joint Working Group saw this being done gradually. The very high cost of increasing mainstreaming of te reo Maori programming in prime time, however, would have to be taken into account. There will be limits on how much the Government is able to spend on Maori television services. A trade-off therefore has to be made between Maori language programming broadcast on the mainstream commercial networks and on a separate television channel.

TE MANGAI PAHO

60. Te Mangai Paho was established under the Broadcasting Amendment Act 1993 in order to make one agency primarily responsible for the funding of Maori broadcasting. Under the Act, Te Mangai Paho's single statutory purpose is to promote Maori language and culture by providing funding for the production and broadcasting of programming on radio and television.

61. At the time Te Mangai Paho was established, Cabinet was concerned to ensure that its structure should enable it to operate flexibly and efficiently and to make decisions representative of Maori. This implied that the organisation would be small but with a Board membership reflecting a balance of the interests involved with the delivery of broadcasting services to Maori. Board members are appointed by the Minister of Communications, in association with the Minister of Maori Affairs.

62. Te Mangai Paho is today a stronger organisation than when it was first established. The recent review by the Audit Office indicates that most of their previous concerns have been met.

63. Te Mangai Paho nevertheless remains the target of criticism from some Maori. It is therefore appropriate to find out how Maori generally see Te Mangai Paho, and to consider whether its current structure is best suited to give effect to any decisions the Government may make on Maori television services.

64. The Coalition Agreement contains a commitment to review Te Mangai Paho. The Government has decided that this will be undertaken by officials and at least one independent person, after the Government has made final decisions on a Maori television policy.

65. The purpose of the review will be to:

- examine Te Mangai Paho's role, structure, organisation and powers in the light of the development of the Government's policy for Maori television services;
- consider the appropriateness of the source of Te Mangai Paho's funding, and the level of its administrative expenditure;
- consider the adequacy of Te Mangai Paho's existing financial accountability arrangements;
- advise on any legislative implications.

66. Views on this issue would be welcome now, although further comments will be sought at the time of the review later in the year.

ISSUES FOR DISCUSSION

67. Your views on all of the points raised in this document would be welcome. Outlined in summary form below are the Government's broad policy goals for te reo Maori, the Government's present approach in dealing with Maori broadcasting issues, and a series of questions for consideration and further discussion.

Policy goals

68. The Government's broad policy goals are:

- To develop and implement policies which will promote te reo Maori in a manner consistent with the Treaty of Waitangi;
- To make the best possible contribution towards the above goal through the medium of television broadcasting.

Present approach

69. Currently, the Government purchases programmes through Te Mangai Paho and NZ On Air.

Questions

70. The Government would particularly appreciate comments on the following questions:

1. Should the Government be promoting te reo Maori through broadcasting?
2. In promoting the Maori language through broadcasting, how much emphasis should be given to television and how much to radio?
3. Should Maori language programmes be shown on a separate television channel or through mainstream commercial networks or a combination of the two? If a combination of the two, what should be the relative emphasis?
4. If Maori language programmes are shown on a separate television channel, should such a channel be owned by Maori, by the Government or by Maori and the Government?
5. Is it appropriate to develop Maori television services on a nationwide basis?
6. Should the Government purchase Maori television services through Te Mangai Paho, NZ On Air, a combination of both as at present, or some other way?

NEXT STEPS

71. The Government will report back to participants in the consultation process on its understanding of the views expressed.

72. These views will be taken into account by the Government when it makes final decisions on a Maori television policy. The Government hopes to make these decisions by the end of July.

73. Following this, the Government will need to consider how its policy decisions will be implemented.

74. In the second half of the year, the Government will undertake a review of Te Mangai Paho, and hopes to be in a position to consider present arrangements for Maori radio.

Written submissions

75. Discussion at hui and in other meetings will help the Government to be better informed about Maori views on Maori television services. However, organisations or individuals wishing to supplement this by way of written submissions, should provide these by 11 July 1997, addressed to:

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NOTES

PROMOTION OF TE REO MAORI THROUGH BROADCASTING: BROAD OPTIONS



