

Report of the  
Joint Maori/Crown Working Group on

# **MAORI BROADCASTING POLICY**

Wellington, New Zealand - September 1996  
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Ministers of the Crown and Maori principals:

## **REPORT OF THE JOINT MAORI/CROWN WORKING GROUP ON MAORI BROADCASTING POLICY**

1 This report reflects the point reached in discussions in the Joint Maori/Crown Working Group on Maori Broadcasting Policy (referred to from this point as "the Joint Working Group") by Wednesday, 4 September 1996. This report was completed on Thursday, 19 September 1996.

2 As envisaged in the proposal which led to its establishment (see paragraph 9 below), the Joint Working Group focused on identification of key issues, and sought to reach agreement on working definitions of key terms such as "mainstreaming". Further discussion of the issues identified in the report, and other relevant issues, would be desirable.

3 The Joint Working 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 Prime Minister & Cabinet, the Ministry of Commerce, Te Puni Kokiri, and the Treasury, together with advisers. A list of those who contributed to the process appears in Annex A.

4 Annex B lists discussion papers prepared by representatives of, and advisers to, national Maori organisations during the Joint Working Group process. These papers, and this report, do not necessarily reflect all of the views of the national Maori organisations. Copies of any or all of these papers are available from the Broadcasting Policy Section of the Ministry of Commerce, PO Box 2847, Wellington.

### **Introduction**

5 The Joint Working Group noted that the state of the Maori language was giving rise to serious concern, and that the role of broadcasting in that context was obviously an important one.

6 Representatives of the national Maori organisations advised that they considered that commitments from the Government would be desirable in the following areas:

- i "mainstreaming";
- ii Maori television; and
- iii Maori radio.

7 Following a meeting between Ministers and Maori principals on 9 September 1996, the Minister of Communications advised Maori principals as follows:

*"Mainstreaming" is to be the subject of a report to Cabinet before the end of the [1996] calendar year. The definition of "mainstreaming" developed in the draft report of the Joint Working Group [see paragraph 64 below] seems to be very helpful. It could be a useful working definition as discussion of this issue proceeds.*

*Members of the Joint Working Group are to be congratulated for clarifying an extremely complex issue. We agree with the group when it suggests that there would be value in further discussion of objectives, options, costs and priorities for the mainstreaming of Maori language and culture in broadcast media. A detailed report dealing on this specific issue would be helpful, and I have now directed officials accordingly.*

*On Maori radio, I am fully aware of the concerns which have been expressed about many aspects of Maori radio services, and agree with the provisional view of the Joint Working Group. As I understand it, this was that the objectives and priorities of Maori radio and the specific services required to meet those objectives and priorities should be the subject of a detailed report.*

*Once again, I have now directed officials accordingly.*

*It is also agreed that the adequacy and effectiveness of existing funding for Maori radio - as an agent for promoting Maori language and culture - should be reviewed, once the report on objectives and priorities has been completed.*

*On Maori television, I agree that there is now some urgency in this issue. I would be inclined to argue that this urgency is already reflected in the Government's timetable for policy development, where decisions on long term developments are envisaged in the current financial year.*

*With respect to the issues of geographic coverage and programme quality, I tend to agree with what I understand to be the provisional view of the Joint Working Group that:*

- i in principle, Maori television services should be made available to the majority of Maori people and in the main population centres; and*
- ii to be effective, the production qualities and format of Maori television should be of a high enough standard to hold audiences.*

*As I am sure you will appreciate, any discussion of the benefits of options for the establishment of Maori television services must however be made on the basis of the*

*costs involved, weighed against alternatives. The issue of Maori television is therefore another area where the Government obviously needs detailed policy advice.*

*In this case, I invited you at the meeting today to consider whether a desirable outcome might be public consultations on the basis of a description of the issues which reflected both Maori and Government views, if such a description could be agreed upon.*

*I have accordingly directed officials to prepare as a matter of urgency a detailed report on suggested objectives, options, costs and priorities for the development of Maori television.*

8 The Minister of Communications also advised Maori principals on 9 September that he had directed officials to provide opportunities for contributions to or, as appropriate, involvement of the national Maori organisations in the process of preparation of these reports. At the meeting earlier the same day the Minister stated that:

*It is therefore open to the national Maori organisations if they wish, provided suitable arrangements can be established, to continue to discuss broadcasting policy issues in accordance with Treaty principles as these reports are prepared.*

## **Background**

9 Ministers and Maori principals will recall that in January 1996, in the context of discussions relating the proposed sale of the commercial operations of Radio New Zealand Limited, representatives of national Maori organisations proposed the establishment of a joint Maori/Crown working group whose tasks would be:

- i "Identification by officials and advisers of agreed issues and differences as to issues so principals can first define the problem;
- ii "Establishing a working party of Maori and Crown representatives to examine the issues and options for resolving them;
- iii "Developing potential solutions, points of agreement and difference to be referred to principals, for them to consult with their representative constituencies."

10 On 12 February 1996 Cabinet agreed that a maximum of \$300,000 (GST inclusive) should be provided for the costs of the proposed working group, comprising up to \$200,000 for the actual and reasonable costs of Maori, and up to \$100,000 for costs incurred by the Ministry of Commerce and Government legal advisers during the working group process. The group was to report by the end of August 1996, preparatory to a meeting of Ministers and Maori principals in mid-September.

11 This meeting was held on Monday, 9 September 1996.

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## ***PRINCIPLES/THE PURPOSE OF MAORI BROADCASTING***

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12 For the purposes of discussion, the Joint Working Group agreed that "Maori broadcasting" includes:

- i *"Maori radio"*: that is, radio stations whose primary but not sole purpose is the promotion of Maori language and culture, and a Maori perspective, to Maori people, including those fluent in the Maori language; and
- ii *"Maori television"*: that is, a television service or services separate from other television services whose primary but not sole purpose is the promotion of Maori language and culture, and a Maori perspective, to Maori people, including those fluent in the Maori language.

13 "Mainstreaming", in contrast, was defined as broadcasting which has the effect of raising the profile/status/mana of Maori language and culture and enhancing their recognition as a part of everyday life, and presenting the Maori language as one which has relevance, is significant, is worth learning, and provides all New Zealanders with access to a Maori view of the world in its full complexity. (See paragraph 64 below.)

14 Representatives of the national Maori organisations considered that broadcasting is a powerful medium for the dissemination of ideas, which has a fundamental effect on all New Zealanders. The importance of Maori broadcasting to the whole of New Zealand, as an issue which applies to everyone in the country, should be recognised and Maori broadcasting policy should be concerned with:

- i revitalising, promoting and enhancing the Maori language;
- ii the promotion of tikanga Maori; and
- iii the promotion of such social policy objectives as maintaining and enhancing social cohesion.

15 The Joint Working Group considered that broadcasting has the potential to make a significant contribution to the promotion of Maori language and culture, in association with education, the family and other influences. The promotion of Maori language and culture should continue to be the primary objective of public funding and other support for Maori broadcasting.

16 Representatives of the national Maori organisations raised the issue of whether there was an Article II or other Treaty obligation on the Crown to establish Maori broadcasting not specifically tied to Maori language and culture (over and above frequency allocation).

17 The Joint Working Group agreed that this issue would be set to one side for the purposes of its discussions. It was open to the national Maori organisations and the Government to address it at a later time.

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## **MAORI RADIO**

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18 The Joint Working Group noted that:

- i although some stations are considered to perform outstandingly well, concern has been expressed about the overall quality of the contribution made by Maori radio stations to the promotion of Maori language and culture; and
- ii it has been suggested that stations are under-resourced, both financially and in terms of key personnel.

19 The Joint Working Group considered that the following issues in respect of Maori radio should be addressed:

- i the objectives of and priorities for Government funding and other support for Maori radio;
- ii planning for the further development of Maori radio;
- iii operational/implementation issues, including training/management issues in particular relating to the recruitment, retention and training of skilled staff;
- iiv funding; and
- v the legislative framework.

### **Objectives of and priorities for Government support**

20 The Joint Working Group considered that:

- i Maori radio has the potential to make a significant contribution to the promotion of Maori language and culture, in association with education, the family and other influences.
- ii Promotion of Maori language and culture should continue to be the primary objective of public funding and other support for Maori radio. The Joint Working Group noted that this did not imply that Maori radio broadcasting must be wholly in the Maori language before it was eligible for public funding and other support, although a significant proportion of the programming broadcast should be in the Maori language before radio stations are eligible for public funding and other support.

21 Representatives of the national Maori organisations considered that it was essential that the Government make an explicit commitment of support for Maori radio. Such a commitment should make it clear that provision of funding and other support for Maori radio was an appropriate public policy objective.

22 Officials considered that the Government's actions in reserving AM and FM radio frequencies throughout New Zealand and providing funding support for Maori radio reflected a strong Government commitment of long standing.

### **Planning for the further development of Maori radio**

23 Representatives of the national Maori organisations considered that the development of existing Maori radio services, including national Maori radio services, did not reflect a coherent and rational approach. Representatives of the national Maori organisations accordingly argued that a detailed plan should be written over the next six months, by a competent Maori group, on an iwi radio/national radio five-year plan. They suggested that this plan deal with the following issues:

- i a new Maori news and information service;
- ii design of a national Maori radio service or network;
- iii identifying duplication and the scope for rationalisation of existing national services; and
- iv the role of legislation relating to Maori radio services.

24 Officials responded that in their view:

- i the objectives and priorities of Maori radio *and* the specific services required to meet those objectives and priorities should be the subject of a detailed report; and

- ii the adequacy and effectiveness of existing funding for Maori radio - as an agent for promoting Maori language and culture - should also be reviewed, once the suggested report on objectives and priorities had been completed.

25 Representatives of the national Maori organisations considered that they should be involved in the work referred to in the previous paragraph.

### **Operational/implementation issues**

26 The following operational/implementation issues were discussed:

- i *Recruitment, retention and training of skilled staff*

Representatives of the national Maori organisations considered that the presence in each Maori radio station of key staff with appropriate skills, reflecting suitable training, was critical to an effective performance by stations.

The Joint Working Group considered that the issues of recruitment, retention and training for Maori radio broadcasters should be addressed in the context of any review of policy relating to Maori radio.

- ii *The role and extent of national Maori radio services*

Representatives of the national Maori organisations considered that fragmentation of effort and an inefficient use of resources had resulted from development of four national Maori radio services. This suggested the need for a clear and simple approach to decision making, rather than a series of ad hoc decisions.

- iii *Exchanges of programmes between Maori radio stations and with Radio New Zealand*

Representatives of the national Maori organisations considered that it was essential to ensure continuation of systems to enable programmes to be exchanged between Maori radio stations and with Radio New Zealand.

- iv *Coverage/frequency allocation*

The Joint Working Group considered that it would be desirable to review the existing level of geographic coverage by Maori radio stations.

### **Funding**

27 Representatives of the national Maori organisations felt that increased funding to Maori radio stations should be made available to provide incentives for

improving Maori language content and performance. In addition, "any increase in funding...should be tied to the appointment and training of quality staff, in key positions". The ultimate objective of funding for Maori radio should be national coverage. Present levels of funding were insufficient to achieve this objective, or to enable quality programmes to be made (for example, through the recruitment, retention and training of appropriate staff).

28 Representatives of the national Maori organisations considered that the amount to be made available for this purpose should be increased to \$20 million per annum from 1996/97 onwards (versus the present level of approximately \$10 million). They also considered that capital equipment costs (amount not specified) would be additional to this figure.

29 Officials noted that towards the end of the 1995/96 financial year Te Mangai Paho had initiated funding programmes for Maori radio, within existing appropriations, in the areas of training and equipment replacement. These funding programmes had been extended in the 1996/97 financial year, together with new programmes relating to extensions of geographic coverage and use of Maori language. Officials considered that these funding programmes would address concerns which had been identified by the representatives of the national Maori organisations.

30 Officials also noted that there were, or might be held to be, funding implications in many of the issues discussed in relation to Maori radio, and indeed in most other aspects of the Joint Working Group's discussions.

31 The Joint Working Group agreed that:

- i the adequacy of existing funding for Maori radio should be reviewed, once objectives, priorities and the specific services required to meet those objectives and priorities had been clarified; and
- ii the role of the national Maori organisations in that review of funding should also be clarified.

### **Legislative framework**

32 See paragraphs 71-77 below.

### **Maori radio: scope for further discussion**

33 The Joint Working Group felt that there would be value in further discussion of objectives, options and priorities for the further development of Maori radio.

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## **MAORI TELEVISION**

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34 For the purposes of this report, the following working definitions were adopted by the Joint Working Group:

- i "*Maori television*" means a television service or services separate from other television services whose primary but not sole purpose is the promotion of Maori language and culture, and a Maori perspective, to Maori people, including those fluent in the Maori language.
- ii "*Mainstreaming*" (discussed in paragraphs 64-70 below) is broadcasting which has the effect of raising the profile/status/mana of Maori language and culture and enhancing their recognition as a part of everyday life, and presenting the Maori language as one which has relevance, is significant, and is worth learning.

35 Representatives of the national Maori organisations considered that establishment of Maori television should proceed as a matter of urgency.

36 Officials considered that urgency was reflected in the Government's timetable for the development of Maori television, where decisions on long term developments are envisaged in the 1996/97 financial year.

37 Representatives of the national Maori organisations considered that paths for the development of Maori television could be defined in terms of:

- i *Performance/purpose/kaupapa* Thus, it is possible to think of Maori television as involving the delivery of certain outputs (or performance) in respect of issues such as tikanga Maori and the language. Thus one component of Maori television involves the delivery of particular outputs associated with objectives in respect of the language, the culture and other such issues.
- ii *Rangatiratanga/Maori control, autonomy and management/tikanga:* Maori television could also be thought of in terms of the control, autonomy and management of production of Maori television programmes, content and all other elements associated with a Maori television channel. This component essentially concerns all ownership and management issues related to Maori television.

38 The Joint Working Group considered that these components are not necessarily mutually exclusive, and that they may well be complementary.

### **Possible models**

39 The Joint Working Group discussed various models which might be used in terms of funding and in particular meeting the performance objectives identified above. It was felt that:

- i intervention by government agencies in the detail of programming and programme content would be undesirable; and
- ii general law provisions, including those relating to broadcasting standards, should continue to apply.

40 The Radio New Zealand Act 1995 was a possible model for legislation relating to Maori television, but many options were possible.

### **Policy issues**

41 Issues to be addressed with respect to Maori television include:

- i ownership;
- ii coverage;
- iii the quality and content of programmes;
- iv training;
- v funding;
- vi decision making arrangements;
- vii legislation; and
- viii archives.

42 Decision making arrangements and legislation are discussed as generic issues in paragraphs 71-77 below.

### **Maori television: ownership**

43 The Joint Working Group considered that, as Maori television is established, an explicit owner or owners would be required for the following at least:

- i licences for the use of radio frequencies;
- ii capital equipment; and

iii the copyright in programmes produced.

44 To the extent that public funds or other scarce resources (such as radio frequencies) are involved, the Government could be expected to have a direct interest in how Maori television could be expected to contribute to the promotion of Maori language and culture. The Government had not at any point indicated a desire to own Maori television assets, however.

45 The following factors could be expected to be of interest to the Government when considering the extent and form of Maori control of Maori television supported by public funding:

i *Representativeness*

It might, for example, be held that any structure or structures established to monitor and control the contribution made by Maori television broadcasters to the promotion of Maori language and culture should be broadly representative of Maori viewers.

ii *Efficiency*

Any structure or structures established to manage Maori television broadcasting should be of a form which is likely to be efficient in aspects of its performance which are relevant to Government policy objectives.

iii *Accountability*

The Government could be expected to require that public funds allocated for the purpose of establishment and operating costs of Maori television be expended, and that expenditure reported on, in a manner which conforms with the usual standards of financial accountability applying to public monies.

iv *Programming objectives*

It may be considered to be desirable that programming objectives be fairly explicit, and directly related to the promotion of Maori language and culture (together with any subsidiary objective or objectives defined for Maori television at the time of its establishment).

### **Maori television: coverage**

46 Representatives of the national Maori organisations felt that Maori television should in principle be accessible nationally, at least having parity with mainstream television broadcasting.

47 The Joint Working Group agreed that an initial objective might be to extend the services of Maori television to all major centres of Maori population.

48 Officials noted that the UHF frequencies reserved for Maori television would enable the establishment of Maori television in all major centres of Maori population.

49 The Joint Working Group felt that it did not have sufficient facts about the costs of developing Maori television to enable it to comment further on the issue of costs establishing national coverage. The group felt that it would be of value to obtain at an early stage indicative data on costs for differing levels of coverage.

### **Maori television: programme content and quality**

50 Key issues with respect to the programme content of a Maori television channel include:

- i the quality and quantity of the Maori language broadcast;
- ii the extent to which iwi/regional concerns and interests are reflected in the programmes broadcast; and
- iii the technical or production quality of the programmes broadcast.

51 To be effective, the production qualities and format of Maori television should be of a high enough standard to hold audiences.

52 Representatives of the national Maori organisations considered that Maori television should have parity, in terms of production values, with mainstream television broadcasting.

53 The Joint Working Group felt that it did not have sufficient facts to enable it to comment on the issue of costs associated with production of programming of suitable quality for broadcast on Maori television. The group felt that it would be of value to obtain at an early stage indicative data on such costs.

### **Recruitment, retention and training of skilled staff**

54 Representatives of the national Maori organisations considered that it was essential that staff of a Maori television station or stations have appropriate skills, reflecting suitable training. Without such training, production of programmes of appropriate quality would be impossible.

55 The Joint Working Group considered that the issues of recruitment, retention and training for Maori television broadcasters should be addressed in the context of any review of policy relating to the development of Maori television.

## **Funding sources and mechanisms**

56 Representatives of the national Maori organisations considered that the issue of sources of funds, as well as funding levels, should be considered because of:

- i the need to provide ongoing security and certainty in funding mechanisms, thereby avoiding a “stop/start” approach; and
- ii the need to avoid trade-offs between the allocation of, for example, funding for broadcasting versus funding for (say) health, education or welfare (this implies that funding mechanisms should be examined carefully).

57 Officials noted that a primary objective of the funding mechanisms established in 1989 (New Zealand on Air) and 1993 (Te Mangai Paho) had been to provide a context in which prioritisation of public expenditure within, respectively, broadcasting and Maori broadcasting would be facilitated.

58 Representatives of the national Maori organisations considered that a wide range of sources of funds might be considered, to achieve certainty. These included:

- i levies on advertising;
- ii sponsorship;
- iii allocation to Maori broadcasting purposes of the dividends of State enterprises;
- iv allocation of licence fee incomes;
- v commercial revenues; and
- vi Parliamentary appropriations.

59 Officials noted that some of the approaches identified involved significant policy issues which did not arise under present funding arrangements.

60 Officials noted that detailed discussion of funding sources and funding mechanisms would be inappropriate until the specific outcomes sought through the provision of Maori television had been identified.

## **Implications of the Maori television pilot project**

61 Representatives of the national Maori organisations expressed concern about the scope for the Auckland based Maori television pilot project to pre-determine the direction of development of Maori television.

62 Officials advised that in their view the pilot project had no necessary implications for the development of long term Maori television services.

### **Maori television: scope for further discussion**

63 The Joint Working Group felt that there would be value in further discussion of objectives, options and priorities for the development of Maori television.

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## **"MAINSTREAMING"**

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### **Defining "mainstreaming"**

64 The Joint Working Group considered that it would be helpful to make a distinction between "Maori broadcasting" and "mainstreaming". The group considered that the following working definitions were helpful:

- i **"Maori broadcasting"** is broadcasting whose primary purpose was the promotion of Maori language and culture, and a Maori perspective, to Maori people, including those fluent in the Maori language.
- ii **"Mainstreaming"** is broadcasting which has the effect of:
  - a raising the profile/status/mana of Maori language and culture and enhancing their recognition as a part of everyday life; and
  - b presenting the Maori language as one which has relevance, is significant, and is worth learning; and
  - c providing all New Zealanders with access to a Maori view of the world, in its full complexity.

Programming which has a "mainstreaming" effect will generally but not invariably be broadcast in prime time. For these purposes, "prime time" means 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 (for example, children) are watching or listening.

The target audience of "mainstreaming" is therefore a general one; that is, both non-Maori and Maori listeners and viewers, including those Maori and non-Maori who are fluent in the Maori language. Such audiences will

generally be found in "main stream" media; that is, radio stations, radio networks or television channels whose audience shares are of significant size.

65 Representatives of the national Maori organisations felt that the Government should explicitly commit itself to a policy of "mainstreaming", as defined above.

66 Officials noted that the Government had committed itself to a timetable which included the following deadlines relating to "mainstreaming":

- *31 August 1996*: The Ministry [ *of Commerce*] is to report to the Minister [ *of Communications*] by this date on the terms of a plan for the allocation of UHF frequencies reserved for Maori use, and on policy issues relating to "mainstreaming". This date had been in the Government's mind when it suggested that the Joint Working Group report by 31 August at the latest.
- *30 November 1996*: A draft plan for the development of Maori television, including "mainstreaming", would be published as a discussion document by this date.

67 Given that the Government had yet to consider the issue of "mainstreaming", officials considered that a preliminary report to Ministers was required before the issue could be taken very much further. Such a report would suggest what was meant by the term "mainstreaming", and discuss the implications of a "mainstreaming" policy.

68 Representatives of the national Maori organisations considered that they should be involved in preparation of the report referred to in the preceding paragraph.

69 The Joint Working Group considered that:

- i it would be desirable to establish a measure or measures of progress towards "mainstreaming"; and
- ii it may be both practicable and desirable to support programmes which would have a "mainstreaming" effect for broadcast outside the "main stream"; for example, on individual radio stations and television channels.

### **"Mainstreaming": scope for further discussion**

70 The Joint Working Group felt that there would be value in further discussion of objectives, options and priorities for the mainstreaming of Maori language and culture.

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## ***THE LEGISLATIVE FRAMEWORK***

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71 Representatives of the national Maori organisations considered that it was important to have a legislative framework within which public policy on Maori broadcasting could be based. There were at least two components to that legislative framework:

- i a statement reflecting commitment to and explaining the purposes of Maori broadcasting policy; and
- ii such more detailed implementation issues as may be required in order to deliver the policy objectives.

72 Representatives of the national Maori organisations suggested that issues to be considered would include:

- i the nature and extent of the legislative reflection of the Crown's commitment to Maori broadcasting policy;
- ii the way in which legislation might be used to give effect to that policy;
- iii the use of mechanisms such as quotas in respect of mainstreaming; and
- iv the use of other mechanisms (for example, contracting mechanisms) as a means for achieving these objectives.

73 Representatives of the national Maori organisations considered that a legislative reflection of the Crown commitment to Maori broadcasting was important because:

- i certainty and security of Maori broadcasting policy objectives is important;
- ii ad hoc approaches which rely essentially on the "Cabinet Minute" approach are likely to be inadequate; and
- iii it is important that the policy objectives be expressed in a transparent fashion for Maori and Pakeha to perceive readily.

74 While it was accepted by representatives of the national Maori organisations that an entire statute could not be written at this point, they considered that such a commitment could be made. They noted this kind of commitment was not unusual in statutes in New Zealand. The form which that might take was a matter of finer detail. The Reserve Bank Act, for example, involved a commitment to price stability. Similar remarks applied to the fiscal responsibility legislation. The Resource Management Act 1991 contained the government commitment to sustainable management. Further sections of that Act set out what that might mean and how it might be given effect.

75 Representatives of the national Maori organisations considered that, while there were many details to be worked upon in terms of Maori broadcasting policy, it was difficult to see why a similar approach could not be followed.

76 Officials suggested that the issue of the legislative framework might be considered at three levels:

- i general statements on the Government's "commitment" or "commitments", whether in existing or in new legislation;
- ii legislation relating to the whole issue of Maori broadcasting; that is, policy development and implementation (including funding); and
- iii legislation relating to specific aspects of Maori broadcasting policy; for example, funding, Maori radio, Maori television, and "mainstreaming".

### **Legislative framework: scope for further discussion**

77 The Joint Working Group felt that there would be value in further discussion of the issue of the legislative framework.

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## **FUNDING IMPLICATIONS**

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78 Officials noted that there are, or might be held to be, funding implications in many of the views expressed in this report. Detailed information would be required on objectives, options, priorities, costs and alternative sources of funding in relation to many of the issues raised, together with suitable accountability arrangements, before Government decisions could be made.

79 Officials considered that funding implications should be discussed once issues of policy and implementation had been further clarified.

80 Representatives of the national Maori organisations considered that they should be involved in the process referred to in the preceding paragraph.

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## **MONITORING/CONSULTATION**

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81 The Joint Working Group considered that:

- i *Monitoring*: Maori broadcasting policy and implementation should be monitored.
- ii *Consultation*: It would be desirable in principle to continue to discuss policy issues, both at the level of Ministers and Maori principals and at the level of officials and advisers, with the objective of reaching agreement on outstanding issues.

### **Monitoring/consultative arrangements: scope for further discussion**

82 The Joint Working Group felt that there would be value in further discussion of long term arrangements for monitoring and consultation relating to Maori broadcasting policy.

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## **VALUE OF FURTHER DISCUSSION**

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83 The Joint Working Group considered that useful progress had made in its discussions. Further discussion of specific issues would be of value, however. These issues are:

- i suggested objectives, options and priorities for the further development of Maori radio;
- ii suggested objectives, options and priorities for the development of Maori television;
- iii suggested objectives, options and priorities for the mainstreaming in broadcasting of Maori language and culture;
- iv the legislative framework; and

- v long term arrangements for monitoring and consultation relating to Maori broadcasting policy.

84 If Ministers and Maori principals agree, and provided the existing budgetary provision would allow, the Joint Working Group suggests that officials and representatives of the national Maori organisations be directed to endeavour to produce a joint report or joint reports for Ministers and Maori principals on these issues by Friday, 22 November 1996. This report, or these reports, might then be considered at a further meeting of Ministers and Maori principals, perhaps at the end of November.

85 Representatives of the national Maori organisations considered that Maori should continue to be involved in the resolution of these issues, according to an appropriate process.

86 As noted in the report, the Joint Working Group did not consider that it had sufficient facts available to it about two issues relating to Maori television to be able to provide helpful comment on issues of costs. These were the cost of:

- i differing levels of geographic coverage; and
- ii the production of programming of suitable quality for broadcast on Maori television.

87 If Ministers and Maori principals agree, and provided the existing budgetary provision would allow, the Joint Working Group suggests that indicative data on such costs be obtained as a matter of urgency, and that this information be used in any further report or reports on Maori television.

88 With regard to the issue of "mainstreaming", in the interests of establishing an agreed framework for discussion, the Joint Working Group considers that it would be helpful if the working definition of "mainstreaming" developed in this report were to be adopted.

## **ANNEX A**

### ***Participants in the Joint Maori/Crown Working Group on Maori Broadcasting Policy***

Carl Bakker, Treasury

Miriama Evans, Office of Prime Minister & Cabinet

David Harcourt, Ministry of Commerce

Sonia Hawea, Te Puni Kokiri

Mike Hollings, initially Te Puni Kokiri, then Te Mangai Paho

Eruera Nia, television producer

Piripi Walker, Nga Kaiwhakapumau i te reo Maori

Brent Wheeler, Brent Wheeler & Co

Tuwhakairiora Williams, National Maori Congress

### ***Legal advisers***

Helen Aikman, Crown Counsel

Martin Dawson, Luckie Hain

Kathy Ertel, Luckie Hain

Denese Henare, barrister and solicitor

Annsley Kerr, Crown counsel

Leah Whiu, Luckie Hain

## ANNEX A

### ***Others who contributed to discussions***

Dr Allan Bell, Victoria University of Wellington  
Nick Bennie, Ministry of Commerce  
George Bertos, TeTaura Whiri i te reo Maori  
Gary Brown, TV3 Holdings Ltd  
Dennis Cole, Ministry of Commerce  
Hunter Donaldson, Ministry of Commerce  
Derek Fox, Mana Maori Media  
David Galt, Ministry of Commerce  
Hauraki Greenland, Te Puni Kokiri  
Bettina Hollings, TV3 Holdings Ltd  
Mark Holman, Ministry of Commerce  
Sharon Kerry, Treasury  
Mike Lattin, Television New Zealand Ltd  
Peter Macintyre, Treasury  
Phil Matthews, Te Puni Kokiri  
James Melsop, The Treasury  
Bill Nathan, Te Mangai Paho  
Whai Ngata, Television New Zealand Ltd  
Simon Orme, Treasury  
Ben Paki, Te Puni Kokiri  
Ian Peters, Te Mangai Paho  
Robert Pouwhare, Aotearoa Television Network Ltd  
Chris Prowse, New Zealand on Air  
Andrew Robb, Nga Kaiwhakapumau i te reo Maori  
Juliet Robinson, Te Mangai Paho  
Waihoroi Shortland, television producer  
Brendan Smythe, New Zealand on Air  
Tainui Stephens, Television New Zealand Ltd  
Gary Wilson, Mana Maori Media  
Jane Wrightson, New Zealand on Air

***The Joint Working Group gratefully acknowledges the assistance of Bishop Whakahuihui Vercoe, who acted as chairman for several meetings.***

## **ANNEX B**

### **Papers produced by representatives of, or advisors to, the national Maori organisations (see paragraph 4 of the report)**

- 1 Principles for Maori approach to consultation
- 2 Draft memorandum: Objectives for Maori broadcasting
- 3 Selected principles concerning the development of Maori broadcasting
- 4 Joint Maori/Crown Working Group on Maori Broadcasting: Note for discussion (adaptation from the Canadian Broadcasting Act)
- 5 Fixing the flaws in iwi radio
- 6 Mainstreaming
- 7 Stand alone TV/corporate governance
- 8 Recommendations for Maori broadcasting development
- 9 The development of Maori television
- 10 Stand alone Maori television
- 11 Mainstreaming extracts from McGechan J's May 1991 judgment
- 12 Linguistic evidence: summary of Allan Bell and Winifred Bauer affidavits