



**TE MĀNGAI PĀHO**

**BRIEFING  
TO THE  
INCOMING MINISTER  
FOR  
MĀORI DEVELOPMENT**

**2014**

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## 1 EXECUTIVE SUMMARY

Te Māngai Pāho's role is to promote and revitalise Māori language and culture by funding broadcasters and Māori language programmes, Māori culture programmes and music producers to create cost effective products that can be distributed via a wide range of media. Te Māngai Pāho also has a role archiving programmes.

The Māori broadcasting sector has seen the growth and consolidation of 21 iwi radio stations, the establishment of a successful Māori Television channel and increased demand for Māori programming on mainstream television.

Te Māngai Pāho has responded to its enlarged funding and monitoring role by building capacity and introducing new purchasing and contract management processes. It has a good record for the prudent management of funds. A wide range of quality content is produced for the benefit and enjoyment of New Zealanders for comparatively low cost.

Te Māngai Pāho is an effective fund, risk and relationship manager - established to help address the Crown's Māori language obligations through a developing Māori broadcasting industry. The level of active protection and promotion of te reo Māori required of the Crown is unlikely to diminish in the foreseeable future. Te Māngai Pāho has the strategic focus and track record to best manage the efficient use of public funds and meet future demand.

Key issues for the Minister are:

- Māori Language Strategy – Te Mātāwai
- Māori ICT Development Fund
- Iwi Radio Funding Model

Key issues to be addressed by Te Māngai Pāho are:

- Nature of the Subsidy
- Fragmentation of Audiences
- Review of Māori Television's Production Costing Records
- Office of the Auditor General Review of Governance
- Online Funding System - Te Pūahatanga and Website
- Minister's Letter of Expectations 2014/15
- Stakeholder Relationships

Pending decisions or actions

- Board appointments
- Māori ICT Development Fund

## 2 INTRODUCTION

Te Māngai Pāho's Māori Language Objectives	
<i>Ko te reo kia tika</i>	High Quality
<i>Ko te reo kia rere</i>	Frequency and eloquence
<i>Ko te reo kia Māori</i>	Promote a Māori World View
<i>Ko te reo kia ora</i> <sup>*</sup>	Normalisation of the Māori language <sup>1</sup>

Te Māngai Pāho is a statutory Crown Entity under the Crown Entities Act 2004, funded by Parliament through Vote Māori Affairs (now Māori Development) and governed by a Board that is appointed by, and accountable to, the Minister for Māori Development. Te Māngai Pāho is a Māori language agency operating in the online, broadcast and music sectors.

Te Māngai Pāho's role is to promote and revitalise Māori language and culture by funding broadcasters and Māori language programmes, Māori culture programmes and music producers to create cost effective products that can be distributed via a wide range of media. Te Māngai Pāho also has a role archiving programmes.

The widespread use of electronic media in today's society means that Te Māngai Pāho's investments can be a catalyst for changing how people think, feel and behave. In order to harness the power of modern media Te Māngai Pāho actively encourages development of content that is re-useable on a wide variety of different platforms, thus increasing the opportunity for it to reach the widest possible audience.

Te Māngai Pāho was established in 1993 under the Broadcasting Amendment Act, giving life to the acknowledgement of successive governments that te reo Māori is a taonga warranting its active protection and support. The core work of the agency's small number of staff is to manage over \$55 million (GST exclusive) in funding contracts with various programme makers, service providers and broadcasters.

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

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<sup>1</sup> Adapted from 'Ko ta Te Kohanga Reo Rehu' in Te Ara Tuapae (2006)

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

Rapidly evolving new technologies and new forms of communication offer an extension to the role of traditional broadcasting media. They provide additional means of delivering content for the benefit and enjoyment of New Zealanders and for contributing to social change.

The period since Te Māngai Pāho's establishment has seen the growth of a network of 21 iwi radio stations, the establishment of a successful Māori television station, a growing Māori music sector and the emergence of a thriving Māori production community. The growing use of the Māori language and positive shifts in New Zealanders' attitudes to Māori language and culture have accompanied these developments. This has resulted in more demand for Māori language programming and an increasing level of Māori language on both mainstream radio and television.

Te Māngai Pāho is first and foremost a Māori language sector agency. As one of agencies with responsibilities under the government's new 2014 Māori Language Strategy, Te Māngai Pāho can make a meaningful contribution to all of the new strategy's five new result areas:

- i. **Te Mana o te Reo:** increasing the status of the Māori language in New Zealand society;
- ii. **Te Ako o te Reo:** increasing the number of whānau Māori and other New Zealanders who can speak Māori;
- iii. **Te Mārama Pū ki te Whakaora Reo:** increasing critical awareness about Māori language revitalisation;
- iv. **Te Kounga o te Reo:** supporting the quality and appropriate use of the Māori language and iwi dialect maintenance;
- v. **Te Kōrerotanga o te Reo:** increasing the use of the Māori language among whānau Māori and other New Zealanders, especially in the home.

Te Māngai Pāho supports the goals of the new Māori Language Strategy through its leading role in Māori language broadcasting. It funds *te reo Māori* and *tikanga Māori* programmes and music for nation-wide television and radio broadcast, and that these programmes are available for wider distribution through the internet and on mobile devices.

### 3 ORGANISATION AND RESPONSIBILITY OF TE MĀNGAI PĀHO

#### 3.1 The Current Environment

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

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

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

In so doing Te Māngai Pāho has carved out a distinctive place in New Zealand's national life. Te Māngai Pāho's strategy ensures the programmes in which Te Māngai Pāho invests are responsive to, and can reach, a large and diverse New Zealand audience. As a result a growing number of New Zealanders are listening to and watching Māori content.

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

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

In 2014/15 year, funding for Māori broadcasting equates to 31.9% of the total \$231.4 million Māori Affairs Vote, of which Te Māngai Pāho is directly responsible for administering 24.5% or \$56.759 million.

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

- funds 21 recognised iwi radio stations to secure an eighteen hour window of broadcasting each day, including eight hours of Māori language content;
- allocates funding directly to the Māori Television Service for the production of in-house programmes and the acquisition of programmes of interest to target audiences;

- manages a contestable pool of funding for the production of independently made Māori language programmes commissioned for television and radio, including music CDs and special broadcast events;
- funds archiving of Māori programming, and
- provides some funding for digital initiatives.

### 3.2 Organisation

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

Te Māngai Pāho plays a lead role in actively protecting and promoting Māori language and culture by funding content for television and radio broadcast. The 2008 amendment to the Broadcasting Act enables Te Māngai Pāho to fund the production, transmission, and archiving of content intended specifically for newer digital ‘platforms’ like the internet or mobile phones.

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

- (1) The primary function of [Te Māngai Pāho] is to promote Māori language and Māori culture by making funds available, on the terms and conditions that it thinks fit, for –
  - (a) broadcasting; and
  - (b) producing programmes for broadcasting; and
  - (c) archiving programmes.
- (2) [Te Māngai Pāho] may also make funds available (on the terms and conditions that it thinks fit and, as far as practicable, in a manner consistent with its primary function) for –
  - (a) transmitting on demand; and
  - (b) producing content for transmitting on demand; and
  - (c) archiving content.

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

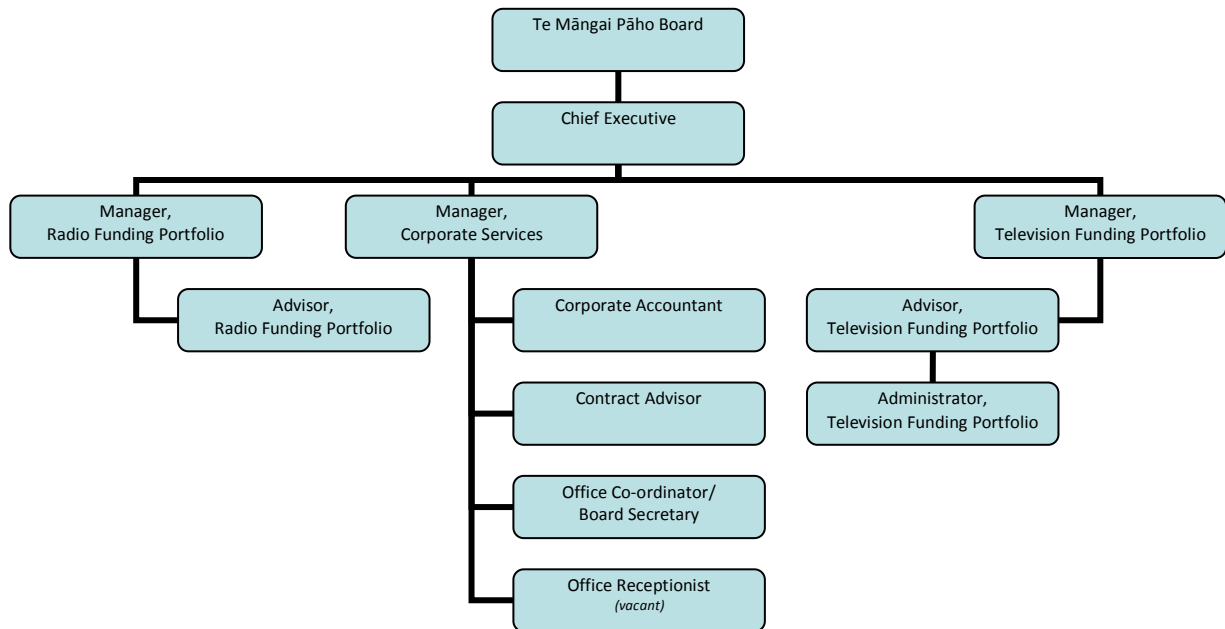
The Board is responsible for setting the agency’s goals and overall direction; making policies and decisions about its programme funds; ensuring the agency has the personnel, systems and resources to carry out its role; and ensuring that it complies fully with its legal and other obligations.

Te Māngai Pāho has a staff complement of eleven, including the Chief Executive who is appointed by the Board. Staff are responsible for the administration and management of more than \$55 million of funding across contracted programme



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

**Diagram A: Te Māngai Pāho Organisational Structure**



### 3.3 The Board and Management of Te Māngai Pāho

Te Māngai Pāho has a full complement of seven Board members with two recommended re-appointments pending. Details of all Board members are set out in the attached appendix.

### 3.4 Operational Information

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

Table 1: Te Māngai Pāho Operating Funding 2014/15

	2013/14				2014/15		Scope of 2011/12 Appropriations
	Budget		Estimated Actual		Vote		
Appropriations	Annual \$000	Other \$000	Annual \$000	Other \$000	Annual \$000	Other \$000	
Non-Departmental Output Expenses							
Māori Television Broadcasting	40,332	-	40,332	-	40,332	-	Promotion of Māori language and Māori culture through television broadcasting.
Māori Radio Broadcasting	10,744	-	10,744	-	13,744	-	Promotion of Māori language and Māori culture through radio broadcasting.
Administration of Māori Broadcasting	1,808	-	1,808	-	2,183	-	Purchase of administration services from Te Māngai Pāho to meet its statutory functions and deliver on the Government's Māori broadcasting policy.
<b>Total</b>	<b>52,884</b>		<b>52,884</b>		<b>56,259</b>		

The above extract from the Estimates of Appropriations for the year ending 30 June 2015, provides a breakdown across output classes of the \$56.259 million appropriated within *Vote Māori Affairs* for which Te Māngai Pāho is responsible.

The 2014 Budget secured an additional \$12 million over four years within *Māori Radio Broadcasting* and \$1.5 million within *Administration of Māori Broadcasting* over four years for archiving or \$3.375 per annum.

The \$3 million per year for iwi radio will be applied to increase station operational funding to \$0.5 million per station plus a feasibility study into options to expand the iwi network. In 2014/15, Te Māngai Pāho has asked the iwi radio stations to develop a proposal for their operations over the following three years.

The additional funding for archiving addresses previous funding pressures and also provides the opportunity to commence work on the iwi radio backlog archiving process. Stored material needs to be digitised and curated.

Te Māngai Pāho's Statement of Intent for 2014-2019 provides a comprehensive description of the outputs the agency intends to deliver within each of the above appropriations. These are summarised below in Table 2.

The differences between the funding levels described in the Estimates, and those reflected in the Statement of Intent, is attributable to the application of reserves from

accumulated interest income to augment available programme and administration monies.

In the case of *Māori Broadcasting Administration*, this will address capability projects that have been prioritised by the Board to enable the agency to more effectively carry out its role. Note that the appropriations do not include the \$0.5 million recently allocated to Te Māngai Pāho for establishment work on the Māori ICT Development Fund. Please refer to paragraph 4.3.2 below.

**Table 2: Description of Outputs from Statement of Intent 2014-2019**

Appropriation	Output Description	Cost \$m (exclusive of GST)
Māori Television Broadcasting	Direct Funding of Māori Television	\$16.1
	Contestable Television Programme Funding	\$24.0
		<b>\$40.7m</b>

Appropriation	Output Description	Cost \$m ((exclusive of GST)
Māori Radio Broadcasting	Operational Funding for Iwi Radio	\$11.8
	Contestable Funding for Radio Programmes and Music	\$2.0
		<b>\$13.8m</b>

Appropriation	Output Description	Cost \$m (exclusive of GST)
Administration of Māori Broadcasting	To fund the administrative activities of Te Māngai Pāho including accountability requirements, consultation obligations and the provision of programme purchase and contract management services.	\$2.1
	Radio and Television Archiving	\$0.6
		<b>\$2.7m</b>

## 4 MAJOR POLICY AND IMPLEMENTATION ISSUES

### 4.1 Operating Context and Outcomes

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

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

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

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

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

The government has also established *Te Ao Pāpāho Māori – Māori broadcasting and e-Media* strategy which also provides the framework within which Te Māngai Pāho focuses its efforts and investments in the changing digital environment.

The framework sets out three high level outcomes whereby Māori broadcasting and e-media:

- contributes to an increase in language proficiency and/or use, particularly in the home.
- supports participation in the ICT industries and contributes to growing innovation and entrepreneurial communities.
- contributes to the Māori language and culture being valued as an integral part of New Zealand's national identity.

The high-level outcomes are supported by three intermediate outcomes:

- **Access** – Māori language and culture can be accessed through a range of modern media.
- **Quality** – Māori broadcasting and e-media are of sufficiently high quality to attract and retain audiences.
- **Focus** – Māori broadcasting and e-media has an ongoing focus on Māori language and Māori culture.

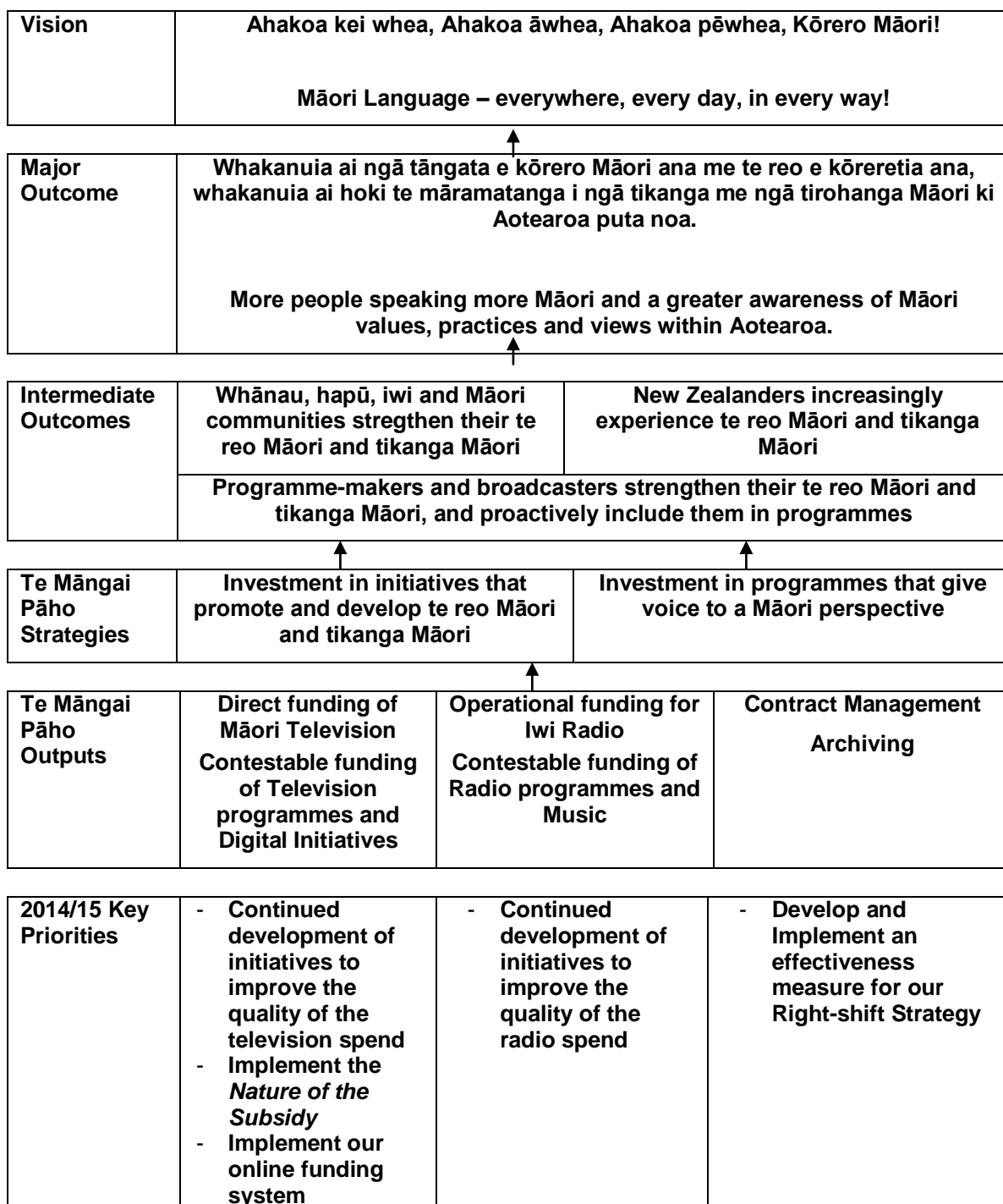
The short-to-medium term **Outcome Framework** Te Māngai Pāho has developed below, and upon which its work programme going forward has been based, reflects the central place of te reo Māori in everything Te Māngai Pāho does.

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

**Diagram B Te Māngai Pāho’s Outcome Framework**

**Te Poutarāwaho Whakaputa Hua**

**Our Outcome Framework**



A brief description of Te Māngai Pāho's Outcomes Framework and the interface between its respective elements is provided below:

- The **Vision** anticipates a time when the Māori language can be seen, heard, and cherished by all New Zealanders, and when hearing Māori on mainstream radio and seeing it on prime time TV is commonplace.
- The **Major Outcome** focuses on having more people speak more Māori and a greater level of awareness of tikanga Māori, reflecting the dual mandate Te Māngai Pāho has for promoting both language and culture.
- The imperatives underpinning our Major Outcome are reflected in the **Intermediate Outcomes** - driving our short-to-medium term operations and management decisions.

Te Māngai Pāho's three intermediate outcomes focus firstly on Māori, through whānau, hapū, iwi and Māori communities, secondly on all New Zealanders, and finally of the contribution of programme makers and broadcasters. Te Māngai Pāho believes that for the government's strategic policy goals and Māori aspirations for te reo Māori to be achieved:

- ▲ a focus on restoring Māori language among Māori people must be a "first principle" to ensure the sustainable and proper guardianship of te reo Māori;
- ▲ the key platforms for Māori language broadcasting to Māori, namely the iwi radio network and Māori Television, must deliver quality Māori language outcomes appropriate to the needs of their audiences;
- ▲ the appropriate level of support must be provided by other national broadcasters for Māori language and cultural content within their programme schedules in order that te reo Māori and tikanga Māori programmes are accessible to wider audiences; and
- ▲ the Māori independent production industry must also be supported in order that the demand for Māori programmes be adequately met and the programmes must be vibrant, diverse and of high quality.

These requirements are reflected in the Intermediate Outcomes that Te Māngai Pāho pursues and to which it contributes. The Intermediate Outcomes are critical because they drive the agency's short to medium-term funding policy, management and operational decisions.

- The **Strategies** contribute directly to one or more of the goals of the Māori Language Strategy, and to one or more of the intermediate outcomes identified above.
- The Statement of Intent for 2014-2019, includes a detailed discussion of the **Outputs** and key investment areas for Te Māngai Pāho in the next five years. These are described briefly in Table 2 above and include:
  - funding for core Radio and Television services,
  - a range of independently commissioned programming, and
  - a number of industry co-ordination and capability related strategic initiatives designed to strengthen and enhance the Māori language broadcasting sector.
- The **2014/15 Key Priorities** reflect Te Māngai Pāho's response to the government's drive for greater value for money and seeking to deliver more from the same funding.

#### **4.2 Purchase and Funding Framework and Right-shift Approach**

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

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



In 2012/13 Te Māngai Pāho adopted the ZePA model and the Right shift approach. The ZePA<sup>2</sup> model highlights how Right-shifting the position of an individual from Zero to Passive to Active can strengthen the position of the language within society. The key difference is that the emphasis is not simply on moving directly from Zero to Active. Right-shifting an individual from Zero to Passive can generate increased awareness and support for language revitalisation more broadly, and the subsequent right-shift from Passive to Active is then easier to achieve.

The evidence reported in the Te Puni Kōkiri surveys on the Health of the Māori Language<sup>3</sup> suggests that there has been continued left-shifting (hardening of attitudes against learning or maintaining Māori language and culture and decreasing the propensity of Māori language speakers to speak Māori in certain situations) in New Zealand over time that has contributed to the decline of the language, leaving the language in the precarious state described by Te Paepae Motuhake.

To successfully revitalise the language, Māori language initiatives need to both stem the factors that support this left-shift and proactively encourage a Right-shift – to increase the value, status and use of the language over time. Māori broadcasting is one such initiative. Treasury research also suggests that broadcasting can be a cost-effective intervention to revitalise the language.<sup>4</sup>

Te Māngai Pāho will continue to implement the ZePA model for language revitalisation that is tailored to the specific needs of the Māori language revitalisation environment and efforts.

To give effect to this, the model has been overlaid on the organisation's Purchase and Funding Framework, which specifies the categories of Māori language and Māori cultural content sought from producers. Te Māngai Pāho will continue to invite

<sup>2</sup> Higgins, R. & Rewi, P., *Indigenous Languages within the Entity*. (Language, Education and Diversity Conference paper. Auckland University June 2011).

<sup>3</sup> Te Puni Kōkiri (2008). *Te Oranga o te Reo Māori 2006: The Health of the Māori Language in 2006*.

<sup>4</sup> Grin, Francois and Vaillancourt, Francois (1998), *Language Revitalisation Policy: An Analytical Survey Theoretical Framework, Policy Experience and Application to Te Reo Māori Working Paper 98/6*.



producers to develop proposals that fall within the framework parameters and will gain a positive commitment from distributors.

Te Māngai Pāho's approach focuses its purchase and funding investments on those audiences which are most likely to realise some appreciable Māori language gains. This includes providing:

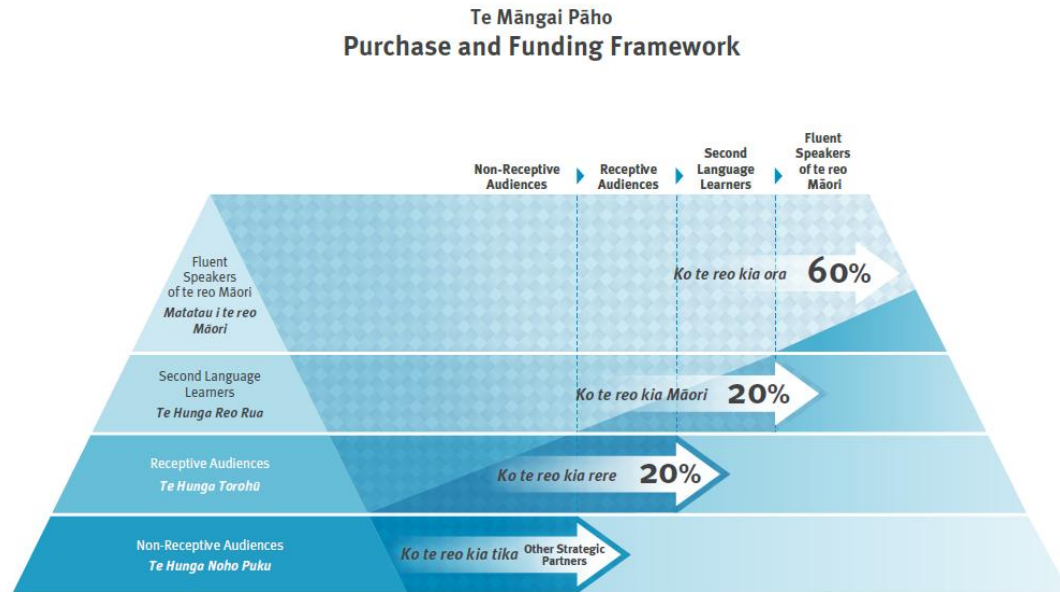
- **Fluent speakers** with an environment that helps the language endure in their everyday lives across all of the domains in which they are active
- **Second Language Learners** with the programming which supports them in their efforts to extend their Māori language abilities
- **Receptive Audiences** with access to a mix of opportunities to reinforce their interest and encourage and challenge them to pursue their own Māori language goals.

Te Māngai Pāho does not target *Non-Receptive Audiences*, broadcasting audiences that have little or no interest in either Māori language or Māori culture.

The organisation's work builds on the base provided by its colleagues at New Zealand On Air, who through their Māori language strategy, *Rautaki Māori*, generally provide more broad-spectrum investment in Māori themed and general programming for audiences on radio and television.

**A copy of our Purchase and Funding Framework follows.**

**Diagram C Te Māngai Pāho Purchase and Funding Framework**



Te Māngai Pāho’s purchase and funding framework is a representation of both purchase intentions and purchase objectives. The intervention triangle shows the four audience segments described above and the grid out to the right of the triangle shows audience segments in a line on a language continuum under the ZePA model. As te reo Māori becomes increasingly accessible in homes throughout New Zealand, the objective is to see audiences moving in a positive direction along this continuum.

The intention of Te Māngai Pāho’s funding interventions is to Right-shift audiences along this continuum to increase awareness, acceptance and use of the language, particularly at a whānau and community level.

While 60% of contestable funding is devoted to Fluent programming, it is important to note the broader impact of fluent language television programmes due to their availability to other audience groups by means of subtitles.

Te Māngai Pāho appreciates that broad Right-shifting will not necessarily be accomplished through broadcasting alone. However, the organisation believes it is important that opportunities continue to be made available to support those who may be prompted to take their first or next steps on this journey.

### **4.3 Summary of Priority Issues for the Incoming Government**

Te Māngai Pāho considers the incoming government needs to be aware of the following issues:

- Māori Language Strategy – Te Mātāwai
- Māori ICT Development Fund
- Iwi Radio Funding Model

#### **4.3.1 Māori Language Strategy – Te Mātāwai**

In July 2014, Cabinet approved the new Māori Language Strategy and Te Māngai Pāho has now incorporated the key objectives of the new Māori Language Strategy in its accountability documents.

Cabinet also agreed to the introduction of the Māori Language Bill, which had its first reading on 24 July 2014.

The Māori Language Bill contains the legislative provisions for the establishment of Te Mātāwai and sets out the new constitutional and accountability arrangements for Te Māngai Pāho and Te Taura Whiri i te Reo Māori.

Under the new structure, the Māori Language Commission and Te Māngai Pāho will be removed from the Crown and placed under the governance of Te Mātāwai. Te Mātāwai will also absorb the role of Te Pūtahi Paoho, meaning it will hold governance over Māori Television alongside the Crown.

Te Māngai Pāho will operate in anticipation of the establishment of Te Mātāwai.

#### **4.3.2 Māori ICT Development Fund**

Te Māngai Pāho has been selected to administer the \$30 million Māori ICT Fund signalled in Budget 2014. The fund was set up as a result of negotiations about the radio spectrum and is under the joint oversight of the Minister for Māori Development and Minister responsible for ICT.

As the convergence of technologies provides traditional broadcasters with new competitors for audiences and revenue, it is sensible that integrated ICT investment strategies are developed that include both traditional and emerging technologies. Te Māngai Pāho now has the opportunity and obligation to engage with iwi, government and industry stakeholders to create such a strategy for Māori ICT development.

The focus of the allocation strategy is yet to be determined as the first step will be an extensive consultation process to ensure everyone with an interest in

Māori ICT development had the opportunity to be a part of the strategy's development.

Te Māngai Pāho has been given an initial allocation of \$0.5 million for 2014/15 principally to consult and develop the over-arching investment strategy along with the administration and oversight arrangements. In the second and subsequent years, the allocation available for distribution will increase to approximately \$5 million a year for the next six years.

The Māori ICT Fund has a dual purpose: to support Māori economic development by increasing the participation of Māori in the sector, and consequently increasing the inherent business development opportunities the sector offers, now and in the future; and to support initiatives that support access to Māori language and culture through ICT.

Te Māngai Pāho's immediate focus will be getting input from across the sector and from iwi and Māori groups to develop the strategy and ensuring that it has the right accountability processes in place to administer the fund efficiently.

Te Māngai Pāho has significant experience in allocating funds and has the administration processes and mechanisms in place already but Te Māngai Pāho recognises that it will need to develop its capacity to recognise and support ICT opportunities that enhance Māori economic development.

Under the conditions negotiated for the allocation of the management of the fund to Te Māngai Pāho, the Minister for Māori Development will be required to agree an operational framework for the Māori ICT Development Fund in consultation with the Minister responsible for ICT.

#### **4.3.3 Iwi Radio Funding Model**

Te Māngai Pāho operates an iwi radio funding model, however there remains a number of significant iwi groups that still do not have funding for a station, which is a matter of some concern for those affected. Te Māngai Pāho has 'active' requests to fund an additional four iwi radio stations. If Te Māngai Pāho is unable provide the funding sought it is conceivable that one or more of these iwi will seek to use the judicial process to secure funding. Te Māngai Pāho's last application for resources to add additional stations to the network was not successful. In 2014/15, Te Māngai Pāho has been asked to carry out a feasibility study on options for expanding the iwi radio network.

While the outcome of the study will not be known until later this financial year, it is possible that recommendations could include returning to government for further funding for these additional stations.

#### **4.4 Summary of Priority Issues for Te Māngai Pāho**

After twenty years of strategic, operational and industry development, Te Māngai Pāho has worked to consolidate and stabilise its gains. Its operational focus is “normal business mode”. In this mode there is a focus on continual improvement and it is also essential to regularly take stock of and discuss key emerging issues. The agency is actively engaged in identifying issues that present potential risk and seeking and facilitating solutions as they arise. The following improvement actions and issues are raised for your information:

- Nature of the Subsidy
- Fragmentation of Audiences
- Review of Māori Television’s Production Costing Records
- Office of the Auditor-General Review of Governance
- Online Funding System - Te Pūahatanga and Website
- Minister’s Letter of Expectations 2014/15
- Stakeholder Relationships

##### **4.4.1 Nature of the Subsidy**

In revising contracts for the first funding round of 2014/15, Te Māngai Pāho introduced terms and conditions to give effect to the provisions set out in Te Māngai Pāho’s *Nature of the Subsidy* paper. The intent of the *Nature of the Subsidy* initiative, broadly speaking, is to secure rights for the New Zealand taxpayer to enjoy all programme material funded by the taxpayer, without cost or restriction, in perpetuity. In exchange for giving up their exclusive right to market their programmes in New Zealand, producers would then be able to sell programmes in all overseas markets without the need for repayment of any part of the original programme funding.

This intention was first signalled five years ago when it was set out in Te Māngai Pāho’s Statement of Intent in 2010/11 and has been highlighted every year since then. During this time, a wide range of information dissemination and consultation has been carried out, with items in Te Māngai Pāho newsletters, presentations to Te Māngai Pāho’s Television Industry Advisory Group, meetings with Māori Television, Treasury, TVNZ, Ngā Aho Whakkari conferences and meetings, a presentation to SPADA representatives and on numerous other occasions.

The philosophy that the taxpayer should see more for their contribution to cultural investment fits in well with the government’s drive for seeking greater mileage from taxpayer funding (“more for the same”). The concept has been generally well socialised within the independent production community, giving the opportunity for producers to fully exploit overseas sales opportunities in return for Te Māngai Pāho’s non-exclusive right to relicense programmes within New Zealand, after any period of exclusivity granted to the original broadcaster.

#### **4.4.2 Fragmentation of Audiences**

It is clear from audience surveys and industry reports that television consumption overall is not decreasing. The consumption of digital media is on top of and not at the expense of, traditional television viewing. However, the wide variety of options for consumption, (through a multiplicity of channels, on demand, on-line streaming, Personal Video Recorders, etc), means that television channels are having to work harder to secure their share of an audience that is becoming more and more thinly spread. This is particularly difficult for niche channels such as Māori Television. A similar observation may be made for radio generally and iwi radio in particular.

The implication for Te Māngai Pāho is that there is a greater need to focus on the impact of the programmes that it funds, not only in drawing an audience, but in delivering the Māori language and cultural objectives it aspires to.

For television, Te Māngai Pāho has maintained a strong focus on the development of Māori language plans for funded programmes. As well as plans for ensuring the quality of the Māori language content and portrayal of culture, producers are asked to identify the specific Māori language or Māori cultural objective they are aiming for and ideally, a way to measure and against that objective.

For iwi radio, stations have been encouraged to focus on community engagement in order to drive their Māori language and culture outcomes.

#### **4.4.3 Review of Māori Television's Production Costing Records**

As part of its standard cycle of production company reviews, Te Māngai Pāho has recently advised Māori Television that it will undertake a review of its production costing records at for the 2013/14 year.

Māori Television's direct funding is the remaining significant area of funding not yet subject to Te Māngai Pāho's review process and has been under consideration in our planning for some time.

Te Māngai Pāho has engaged Grant Thornton to carry out this work.

#### **4.4.4 Office of the Auditor-General Review of Governance**

The Office of the Auditor-General (OAG) is currently conducting a performance audit of governance and accountability in the arts, culture, and heritage sector.

This will result in a report to Parliament to be tabled in December 2014. The main question of the performance audit is:

*Do entities in the arts, culture, and heritage sector have governance arrangements that provide effective direction and oversight?*

The OAG has contracted Ernst & Young to undertake this work. The audit was signalled earlier in the year and Te Māngai Pāho volunteered to take part in the project, along with Te Papa, Creative New Zealand, Auckland Art Gallery, Wellington Museums Trust and the Govett-Brewster Art Gallery, New Plymouth.

#### **4.4.5 Online Funding System - Te Pūahatanga and Website**

Following the launch of its new website earlier this year, work has been commissioned on the development of an online funding module to enhance the efficiency of Te Māngai Pāho's funding processes. It is planned that the funding system - Te Pūahatanga - will be fully operational for the second television funding round of 2014/15. The next phase of the development will lead into the contract management phase of the tool. The current priority is to commission a refresh of the website to better accommodate Te Māngai Pāho's responsibility for the Māori ICT Development Fund.

#### **4.4.6 Minister's Letter of Expectations 2014/15**

The previous Minister's Letter of Expectations for 2014/15 asks that Te Māngai Pāho align itself to the new Māori Language Strategy with a clear focus on whānau and community language development. There should also be a focus on strengthening opportunities for promoting Māori language and culture through new media and for Te Māngai Pāho to consider how this work can be connected with other Māori ICT development opportunities.

#### **4.4.7 Stakeholder Relationships**

Te Māngai Pāho is aware of calls to improve cross sector liaison and also of the government's drive for All of Government purchasing and decision making.

Te Māngai Pāho participates in joint planning and co-ordination meetings with screen sector and Māori language sector inter-agency forums, as well as direct liaison with agencies with which the agency shares a common interest.

## Key Relationships –

Government	Industry/other stakeholders
Minister for Māori Development	
NZ On Air	Independent Producers
Te Puni Kōkiri	Broadcasters – TVNZ, Māori Television
Te Taura Whiri i te Reo Māori	Ngā Aho Whakaari
Ministry for Culture and Heritage	Te Whakaruruhau
Ministry of Education	Tertiary Providers
NZ Film Commission	Ngā Taonga Sound and Vision (NZ Film Archive)

- **Minister for Māori Development**

Te Māngai Pāho has in the past met with the Minister on an approximately quarterly basis and would appreciate the opportunity to continue this arrangement.

Te Māngai Pāho provides quarterly reports on key issues, financial and service performance and will respond promptly to requests for briefings or other information as required.

- **NZ On Air**

Te Māngai Pāho works in a co-ordinated way with NZ On Air in terms of programme purchasing. In particular Te Māngai Pāho looks to ensure its purchasing policies are aligned and complementary.

NZ On Air's focus is on Māori programmes mainly in English, made for the general audience which includes Māori. NZ On Air's work in promoting Māori language encourages its use on mainstream channels.

The complementary funding roles of NZ On Air and Te Māngai Pāho provide a continuum of Māori language and Māori culture programming across mainstream and niche broadcasting to reach New Zealand audiences.

- **Māori Television Service**

Te Māngai Pāho works closely with Māori Television, particularly to support the production of in-house television programmes like news, sport, current affairs and light entertainment. It also supports Māori Television's direct acquisition of local programming.



Te Māngai Pāho allocates \$16.1 million of its \$40.6 million television fund directly to Māori Television. The rest, \$24.5 million, is allocated as contestable funding with a small amount tagged for television industry co-ordination.

There may be preference from some quarters for direct funding for television. Governments have learnt, however, that direct funding broadcasters can quickly become inefficient with inadequate accountability processes.

- **Television New Zealand**

TVNZ has to compete for funding from the contestable fund for its long-running Māori productions, *Te Karere*, *Waka Huia*, and *Marae*. The contestable fund is available to all producers and broadcasters, including TVNZ.

- **Other Stakeholder Relationships**

Te Māngai Pāho regularly engages in constructive dialogue with Te Puni Kōkiri, Te Taura Whiri I te Reo Māori, the Ministry of Education, the Ministry for Culture and Heritage, Ngā Taonga Sound and Vision (formerly The NZ Film Archive), and its industry advisory group for iwi radio.

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

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

## **5. PENDING DECISIONS OR ACTIONS**

### **5.1 Board appointments**

There are currently two board members whose terms lapsed in the pre-election period and whose re-appointment to the Board of Te Māngai Pāho has been recommended for your approval.

### **5.2 Māori ICT Development Fund**

The Minister will be required to agree an operational framework for the Māori ICT Development Fund in consultation with the appropriate ICT Ministerial portfolio that will have joint responsibility. The fund was set up as a result of negotiations about the radio spectrum.

## **6. THE MINISTER'S RESPONSIBILITIES**

### **6.1 Responsible Minister's role**

The role of the responsible Minister is to oversee and manage the Crown's interests in, and relationship with Te Māngai Pāho and to exercise any statutory responsibilities given to the Minister, including functions and powers:

- in relation to the appointment and removal of Board members;
- to determine the remuneration of Board members in accordance with the government's fees framework;
- in relation to the giving of directions to give effect to a government policy that relates to Te Māngai Pāho's functions and objectives;
- to review the operations and performance of Te Māngai Pāho;
- to request information from Te Māngai Pāho whether for a review or otherwise;
- to participate in the process of setting Te Māngai Pāho's strategic direction and performance expectations and monitoring its performance; and
- in relation to other matters in the Crown Entities Act or any other Act.

## **APPENDIX**

### **BOARD AND MANAGEMENT OF TE MĀNGAI PĀHO**

The Board of Te Māngai Pāho can comprise of up to seven members and currently there is a full complement, although there are two members whose terms expired just prior to the General Election and who have been recommended for re-appointment.

#### **BOARD MEMBERS**

Members of the Board are:

**Professor Piri Sciascia ONZM**                      **Chair**

*Ngāti Kahungunu and Kāi Tahu*

Professor Piri Sciascia was appointed to Chair of the Board of Te Māngai Pāho in December 2010. Piri is Te Tumu Ahurei, Deputy Vice-Chancellor Māori, at Victoria University, Wellington.

A graduate of Victoria and Otago Universities, Piri became Victoria University's first Assistant Vice-Chancellor Māori, in July 2000, and was appointed Pro Vice-Chancellor Māori in May 2003, and Deputy Vice Chancellor Maori in 2014. He has a strong background in the arts, and administered the well-known Te Māori exhibition. In June 2001, he was formally recognised as a Tohunga Huarewa – one who has strived for and attained a pinnacle of excellence with regard to knowledge of Māori performing arts.

Before joining the University, Piri was an adviser to the Chief Executive of Te Puni Kōkiri. He has also been Assistant Director-General of the Department of Conservation, Assistant Director of the QEII Arts Council and Director of the Māori and South Pacific Arts Council.

#### **Taria Tahana**

*Ngāti Pīkiao, Ngāti Makino, Tapuika*

Taria Tahana has led a successful and varied career around New Zealand and abroad. Taria is the General Manager of Te Pumautanga o Te Arawa Trust, a post settlement entity representing 11 tribal groups from Te Arawa.

The last decade was spent in self-employment as the Managing Director of Tahana Ltd, a Maori consultancy company. The previous eleven years involved corporate roles with Ernst and Young in North America and Fletcher Challenge NZ. This business experience is supplemented by a business degree from Waikato University and the Advanced Management Programme from Mt Eliza in Melbourne.

She has served on a number of government advisory groups, including the Maori Economic Taskforce and the Women's Affairs Maori Economic Reference Group. She is currently an iwi-elected trustee for Te Arawa Lakes Trust, Te Arawa Management Limited and an appointed governor to Environmental Protection Authority in Wellington.

## **Professor Rawinia Higgins**

### *Ngāi Tūhoe*

Professor Rawinia Higgins was appointed to the Board in August 2011. She is Head of School, at Te Kawa a Māui - School of Māori Studies and Assistant Vice-Chancellor Māori Research at Victoria University, Wellington.

Rawinia began her career at the University of Otago and during her time there she completed her postgraduate qualifications and was awarded her PhD in 2004. She returned to Victoria University in 2009 as a Senior Lecturer. She is Co-Principal Investigator of Te Kura Roa a three year Ngā Pae o Te Māramatanga funded Pae Tawhiti Initiative that examines the value of the Māori Language. This research programme examines both State and Community Responsiveness to Māori Language revitalisation efforts in Aotearoa New Zealand. She leads the Community project in collaboration with Te Ataarangi and Te Kōhanga Reo.

Professor Higgins has served as a trustee on Te Kotahi a Tūhoe (Tūhoe Treaty of Waitangi Settlements Trust) and the Tūhoe Fisheries Charitable Trust. She is currently a member of the Waitangi Tribunal, the Chair of the governance group for the review of the Māori Language Qualifications for NZQA and a member of the Working Party for the Review of the Kōhanga Reo Governance structure. She is also an advisor on the Iwi Chairs' Forum Technical Advisory Group for the Māori Language and the Post Treaty Settlements Histories Project for the Ministry of Culture and Heritage.

## **Doug Hauraki**

### *Ngāti Porou, Ngāti Kahungunu and Ngā Puhi*

Doug has over 45 years of management experience in a wide variety of public and private sector positions including many years as the Chief Executive of Māori Education Trust, Chief Executive of Aotearoa Traditional Māori Performing Arts Society, Deputy Māori Trustee, National Director Māori Development in the Department of Social Welfare and senior roles in Māori Affairs. Doug is fluent speaker of Te Reo and has his own company Āio Whakatara Limited. He has a BA and a Diploma in Social Work and a Māori interpreter's Licence with wide networks within Māoridom.

**Pakake Winiata** (BMA Hons, MMM)

*Ngāti Raukawa, Ngāti Whakaue, Ngāti Awa*

Pakake is a product of the iwi development plan Whakatupuranga Rua Mano conducted by the confederation of Te Āti Awa, Ngāti Raukawa and Ngāti Toa Rangatira. This involved the development of the people, the revitalisation of te reo Māori, the reinvigorating of the marae and the acquisition of self-determination.

He is currently employed at Te Wānanga o Aotearoa as Tumuakoranga – Executive Director Academic Programmes and Development: He was previously head of academic programmes at Te Wānanga o Raukawa and a lecturer in Māori Studies at Victoria University.

He is chair of the Board of Trustees of Te Kura-a-iwi o Whakatupuranga Rua Mano in Ōtaki and a strong advocate of the importance of intergenerational transmission of te reo Māori to ensure its survival, and the survival of Māori as a people.

**Assoc Professor Leonie Pihama**

*Te Ātiawa, Ngāti Māhanga, Ngā Māhanga ā Tairi*

Dr Leonie Pihama is a Senior Research Fellow at the Te Kōtahi Institute, University of Waikato, and Director of Māori And Indigenous Analysis Ltd, a Kaupapa Māori research company. Her extensive research interests cover whānau, economic transformation and national identity. She has a long history of involvement in Māori education, including te kōhanga reo and kura kaupapa Māori (total immersion pre-schools and schools), and has published widely.

**Eruera Prendergast-Tarena**

*Ngai Tahu, Ngāti Porou, Te Whānau-ā-Apanui*

Eruera brings a strong background in te reo and tikanga to the board, as well as extensive strategic management skills and academic leadership.

Eruera is currently Acting Chief Executive for Te Tapuae o Rehua, a collaborative joint-venture partnership between shareholders of South Island tertiary institutions and Te Rūnanga o Ngāi Tahu, committed to achieving iwi aspirations and Māori success.

He has a strong background in language revitalisation and has held a range of management roles across iwi cultural and commercial entities. He received the Fullbright/Ngā Pae o te Māramatanga Scholar Award in 2013, was a First Nations Future Fellow at Stanford University in 2011 and is a PhD candidate in management with the Ngāi Tahu Research Centre.

## BOARD SUB COMMITTEES

The Board of Te Māngai Pāho operates with the following subcommittees, based on the Institute of Directors Governance model:

### Five Areas of Board Responsibility

Ref	Area	Area includes	Team Members
1	<b>Human Resource Issues</b>	Appoint and monitor CEO CEO performance Agreement and review Approve Key appointments reporting to CEO Succession Planning	<b>Pakake Winiata</b> , Piri Sciascia.
2	<b>Strategy and Policy (includes Reo Advisory)</b>	Approval of Strategy Monitor organisation culture and ensure policies are in place Review compliance Māori Language and Culture Advisory Group	<b>Rawinia Higgins</b> , Pakake Winiata, Leonie Pihama, Eruera Tarena, Piri Sciascia
3	<b>Budgeting and Planning (includes Audit and Risk Committee)</b>	Approval of Budgets and Non financial Goals  Review of performance against budgets	<b>Doug Hauraki</b> , Taria Tahana, Piri Sciascia, Craig Owen (independent Chair of the Audit and Risk Committee)
4	<b>Reporting to Stakeholders and Regulatory Compliance</b>	Audit Committee Approval of SOI and Annual Report Monitor Regulatory Compliance	<b>Eruera Tarena</b> , Rawinia Higgins, Leonie Pihama
5	<b>Ensuring Board Effectiveness</b>	Review of Board Performance Continuous Improvement	<b>Taria Tahana</b> , Doug Hauraki, Piri Sciascia

## **MANAGEMENT**

### **Chief Executive**

- **John Bishara (Ngāti Tūwharetoa)**

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

### **Manager, Television Funding Portfolio**

- Larry Parr

### **Manager, Radio Funding Portfolio**

- Carl Goldsmith

### **Manager, Corporate Services**

- Thomas Hood

### **Main Point of Contact**

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