



TE MĀNGAI PĀHO

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

2017

**Te Māngai Pāho
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1 INTRODUCTION

*Ahakoā kei whea,
Ahakoā āwheā,
Ahakoā pēwheā,
Kōrero Māori!*

The long held vision of Te Māngai Pāho, “*Māori language – everywhere, every day, in every way*”; is prescient in that it abuts comfortably with “*Kia māhorahora te reo Māori*”, the proposed vision for the Maihi Karauna.

Te Māngai Pāho is a statutory Crown Entity under the Crown Entities Act 2004, funded by Parliament through Vote Māori Development and governed by a five member Board that is accountable to the Minister for Māori Development.

Te Māngai Pāho currently contributes funding to Māori Television, a network of 21 iwi radio stations, Māori language content for mainstream broadcasters and an established Māori content production community including the Māori music sector. The resultant increase in use and presence of Māori language of te reo Māori on our airwaves has contributed to positive shifts in New Zealanders’ attitudes to Māori language and culture. This in turn has led to both an increasing demand for Māori language content and an increasing level of Māori language content on mainstream radio, television and other platforms.

Te Māngai Pāho has a very good record for the prudent management of funds. Its administration charge is less than 5% of total funding and over the last ten years it has incurred a default rate of less than 0.1% per annum. It has responded to fiscal challenges by carefully managing content production costs and developing cost effective purchasing and contract management processes. As a result a wide range of Māori language content is produced for the benefit and enjoyment of all New Zealanders at a relatively low cost.

The sector is not without its challenges. The downside of the fiscal responsibility exercised by Te Māngai Pāho is that Māori language content producers are generally funded at rates 30 – 40% lower than those received by producers for like genre content destined for mainstream platforms. This has an impact on the quality of content and the sustainability of the production sector.

In addition, rapidly fragmenting audiences for traditional linear broadcast platforms have the potential to seriously erode the effectiveness of Te Māngai Pāho interventions. As a consequence, Te Māngai Pāho and its broadcast partners must adapt. Over the past 12 months Te Māngai Pāho has facilitated ‘He Ara Whakamua’, a series of wānanga with Māori Television, Iwi Radio and Māori content producers to

develop new strategies to ensure the content Te Māngai Pāho funds reaches the widest possible audiences. The sector acknowledges the need for bold change and it is anticipated that these new strategies will be implemented over the next eighteen months.

2 ORGANISATION AND RESPONSIBILITY OF TE MĀNGAI PĀHO

2.1 Background

Successive administrations have recognised the role broadcasting and media plays in promoting and developing Māori language and culture. It is universally accepted, that broadcast content impacts on the way people see and understand themselves, their communities, and society as a whole.

Te Māngai Pāho was established in 1993 under the Broadcasting Amendment Act, giving life to the Waitangi Tribunal assertion that te reo Māori is a taonga requiring the active protection and support of the Crown. The core work of the agency's small staff is to manage an annual allocation of over \$57 million (GST exclusive) in funding contracts with various content makers, service providers and broadcasters.

Despite its whakapapa to the Broadcasting Act, Te Māngai Pāho sees itself as a Māori language agency operating in the online and broadcast sectors with the goal of achieving a tangible impact through its interventions in the areas of Māori language content for television, radio, digital platforms, new media initiatives, Māori music and other activities to promote te reo Māori.

2.2 The Current Environment

Te Māngai Pāho, like NZ On Air, operates as an arm's length agency, allocating content funding on a contestable basis. It also provides operational funding for the 21 iwi radio stations and a level of direct content funding for Māori Television which enables it to produce some core content in-house.

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.

With this strategy, Te Māngai Pāho aims to ensure the content in which it invests is responsive to, and can reach, a large and diverse New Zealand audience.

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.

In the 2017/18 year, funding for Māori broadcasting equates to 25% of the total \$312.9 million Vote Māori Development, of which Te Māngai Pāho is directly responsible for administering 19% or \$58.759 million.

A description of the operating context and outcomes is included in Appendix 1.

2.2 Organisation

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

Te Māngai Pāho plays a lead role in actively protecting and promoting Māori language and culture by funding content for television, new media and radio broadcast.

The functions of Te Māngai Pāho are outlined in the Broadcasting Act 1989 [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.

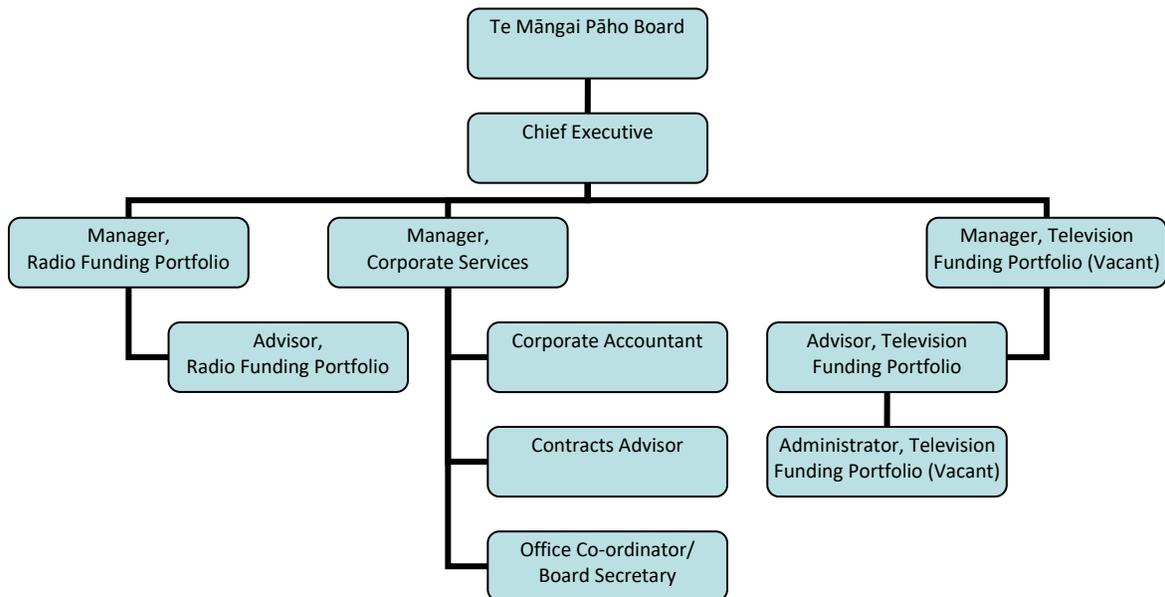
- (2) [Te Māngai Pāho] may also make funds available (on the terms and conditions that it thinks fit and, as far as practicable, in a manner consistent with its primary function) for –
 - (a) transmitting on demand; and
 - (b) producing content for transmitting on demand; and
 - (c) archiving content;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

The Broadcasting Act stipulates that the Board of Te Māngai Pāho shall comprise up to five members. The Board is responsible for setting the agency's goals and overall direction; making policies and decisions about its content funding; 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.

¹ Section 2(d) was recently added as a result of Te Ture mō Te Reo Māori 2016.

Te Māngai Pāho has a staff complement of ten, including the Chief Executive who is appointed by the Board. The following diagram illustrates the current organisational structure of Te Māngai Pāho.

Diagram A: Te Māngai Pāho Organisational Structure



Two permanent positions are currently vacant. To assist with the current projects Te Māngai Pāho has engaged two additional staff on fixed term contracts. This will assist a re-alignment of staffing needs following the implementation of the He Ara Whakamua strategies.

2.3 The Board and Management of Te Māngai Pāho

Te Māngai Pāho currently has a full complement of five Board members. Two are appointed by the Minister for Māori Development and three are recommended to the Minister for Māori Development by Te Mātāwai. It is the Minister’s responsibility to appoint the Chair and Deputy Chair. There are currently no appointments pending.

Details of all Board members are set out in Appendix 2.

Te Māngai Pāho has also selected a candidate from the Future Directors in the State Sector programme to sit as an observer on the Board for a two year term.

2.4 Operational Information

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

Table 1: Te Māngai Pāho Operating Funding 2017/18

	2016/17				2017/18		Scope of 2017/18 Appropriations
	Budget		Estimated Actual		Vote		
Appropriations	Annual \$000	Other \$000	Annual \$000	Other \$000	Annual \$000	Other \$000	
Administration of Māori Broadcasting	2,183	-	2,183	-	-	-	Purchase of administration services from Te Māngai Pāho to meet its statutory functions and deliver on the Government's Māori broadcasting policy
Māori Radio Broadcasting	13,744	-	13,744	-	-	-	Promotion of Māori language and Māori culture through radio broadcasting
Māori Television Broadcasting	40,332	-	40,332	-	-	-	Promotion of Māori language and culture through television broadcasting
Pāpāho Reo me ngā Kaupapa Māori (Māori Broadcast and Streamed Services)	-	-	-	-	58,759	-	Promotion of Māori language and Māori culture through television and radio broadcasting or streamed content; and the administration of Te Māngai Pāho
Total	56,259	-	56,259	-	58,759	-	

In the 2017 Budget, the various appropriations to Te Māngai Pāho were restructured to combine funding for Māori Broadcasting into a single newly established appropriation. In addition, new funding of \$2.5 million was secured for Kaupapa Whakapāho Māori (Te Reo and Te Ao Māori Programming and Content).

In its Statement of Performance Expectations for 2017/18 Te Māngai Pāho provides a comprehensive description of the activities the agency intends to undertake and the associated performance targets for the above appropriation. These are summarised below in Table 2.

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

Table 2: Description of Outputs from Statement of Performance Expectations 2017/18

Appropriation	Activity	Cost \$m (exclusive of GST)
Māori Television Broadcasting	Māori Content for Television	\$40.0
	Digital and New Media Content	\$2.0
	Māori Radio	\$13.8m
	Other Activities to Promote Māori language and Culture	\$1.0m
	Administration of Māori Broadcasting	\$2.9m
		\$59.7m

3 MAJOR OUTSTANDING POLICY ISSUE

3.1 Maihi Karauna – Crown Māori Language Strategy

Te Māngai Pāho is working with other Crown agencies to develop a Crown Māori Language Strategy – Te Māihi Karauna, to guide and co-ordinate the Crown’s contribution to Māori language revitalisation. Under Te Ture mō Te Reo Māori (the Māori Language Act 2016), the Crown and Māori will work together to implement a macro (Crown) and micro (Māori communities) pair of strategies - (Maihi Karauna and Maihi Māori). A revised timetable for the draft Maihi Karauna to be delivered to Cabinet is awaiting confirmation.

4 IMPLEMENTATION OF CURRENT PROGRAMMES

4.1 Major Challenges

- Promoting an increase in Māori language speakers (sector issue).
- Converting general support within the population for the Māori language and Māori culture into changed behaviour and positive language uptake and use.
- Developing and implementing new strategies in response to a rapidly changing media environment.

4.2 Levers

The key levers available to Te Māngai Pāho are:

- Funding of Māori language and cultural themed content on television, radio, music, new media and other initiatives aimed at the promotion of Māori language and culture.

- Use of a contestable funding model to foster competition and thereby secure quality programme content.
- Ensuring the widest possible distribution of funded content.
- Fostering a vibrant Māori production community in radio, television, new media and music.
- Promotion of social change via the media.
- Working collaboratively on the development of a collective impact approach to generate greater synergy from the efforts of all agencies working in the Māori language sector.

4.3 Priority Operational Issues for Te Māngai Pāho

Te Māngai Pāho has 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:

- Developing improved outcome and evaluation measures.
- Developing a sound working relationship with Te Mātāwai.
- Working collaboratively to develop and implement the Maihi Karauna.
- Developing a cross sector research based methodology to language revitalisation interventions in order to help identify where invested dollars create the best return.
- Completion of “He Ara Whakamua”, the strategic review being facilitated by Te Māngai Pāho and the implementation of key initiatives arising from this process. Any proposals for major changes will be flagged on a no surprises basis and will be subject to consultation with the sector.
- Continuing development of the organisation’s online grant management system - Te Pūhatanga.

5 PENDING DECISIONS OR ACTIONS

There are no pending decisions or actions.

APPENDIX 1

OPERATING CONTEXT AND OUTCOMES

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 the strategic focus of Te Māngai Pāho.

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

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

Diagram B Te Māngai Pāho’s Outcome Framework

Te Poutarāwaho Whakaputa Hua

Our Outcome Framework

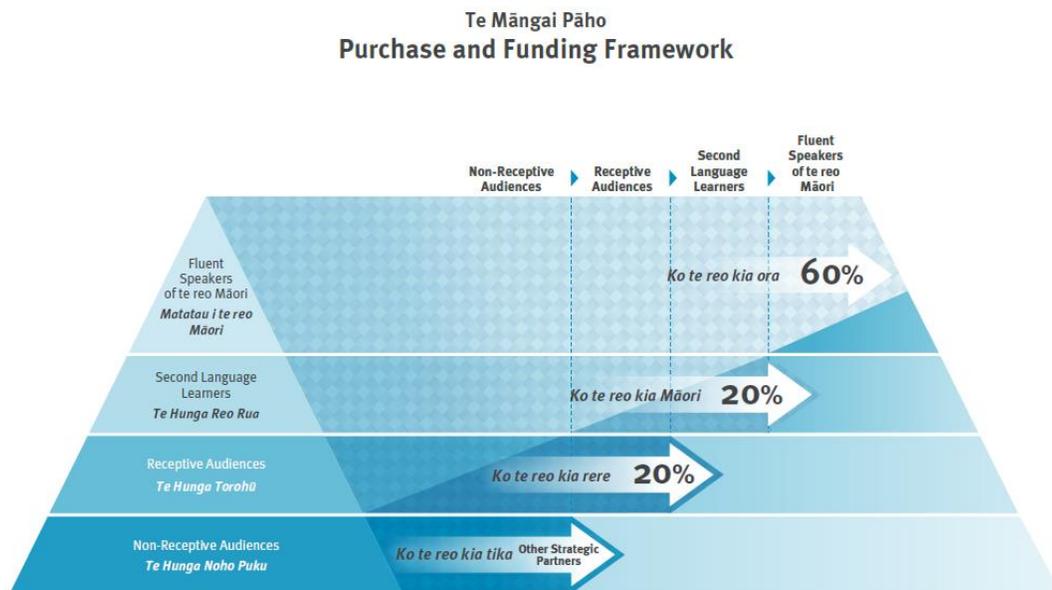
Vision	<p>Ahakoā kei whea, Ahakoā āwheā, Ahakoā pēwheā, Kōrero Māori!</p> <p>Māori language – everywhere, every day, in every way!</p>	
Major Outcome	<p>Kia kaingākautia te reo me te ahurea Māori e Aotearoa whānui</p> <p>Māori language and culture is embraced by all New Zealanders</p>	
Intermediate Outcome	<p>Whānau, hapū, iwi and wider Aotearoa increasingly experience te reo Māori and tikanga Māori</p>	
<hr/>		
Te Māngai Pāho Strategies	<p>Investment in Māori language content that contributes to increasing the number of speakers of te reo Māori and the understanding of tikanga Māori</p>	<p>Investment in initiatives that promote Right-shift and advance te reo Māori and tikanga Māori</p>
Te Māngai Pāho Activities	<p>Funding the Production and Distribution of Māori Language Content</p> <p>Other Activities to promote Māori language and culture</p>	
	<p>Administration of Māori Broadcasting Contract Management</p>	
2017/18 Key Priorities	<p>Develop a new strategic approach to funding</p> <p>Continued development and implementation of initiatives to improve the quality of the television and radio spend</p> <p>Digital service transformation and increased emphasis on data and analytics</p>	

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 Ngā Aho Whakaari (Māori in Film and Television), 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 the programming targets Te Māngai Pāho has set for the year. It is centred round 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 content producers are invited to develop proposals that respond to those requirements, and that will gain a positive commitment from radio and television broadcasters. A copy of the Purchase and Funding Framework is set out below:

Diagram C Te Māngai Pāho Purchase and Funding Framework



Te Māngai Pāho has also adopted the ZePA model. The ZePA² 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 ZePA 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 producers to develop proposals that fall within the framework parameters and will gain a positive commitment from distributors.

In its approach to purchasing and funding investments, Te Māngai Pāho focuses 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.

The Purchase and Funding Framework above 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.

Te Māngai Pāho appreciates that widespread Right-shifting will not necessarily be accomplished through broadcasting alone. However, Treasury research acknowledges that broadcasting is a cost-effective contributor to language revitalisation.³ The support Te Māngai Pāho and its partners provide to the status of te reo Māori contributes significantly to attitudinal change is a fundamental component of the nation's language revitalisation efforts.

² Higgins, Rawinia, Rewi, Poia, Olsen-Reeder, Vincent & Day, Delyn (Editors), *The Value of the Māori Language: Te Hua O Te Reo Māori* (Huia Publishers, March 2014).

³ 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*.

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	Te Mātāwai
NZ On Air	Independent Producers
Te Puni Kōkiri	Broadcasters – TVNZ, Māori Television, Media Works
Te Taura Whiri i te Reo Māori	Ngā Aho Whakaari
Ministry for Culture and Heritage	Te Whakaruruhau o Ngā Reo Irirangi Māori Inc and the Iwi Radio Network
Ministry of Education	Tertiary Providers
NZ Film Commission	Ngā Taonga Sound and Vision
Department of Internal Affairs	Māori music sector

- ***Minister for Māori Development***

Te Māngai Pāho has in the past met with the Minister on a 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.

APPENDIX 2

BOARD AND CHIEF EXECUTIVE OF TE MĀNGAI PĀHO

TE MĀNGAI PĀHO BOARD 2017

The Board of Te Māngai Pāho can comprise of up to five members and currently there is a full complement. Members of the Board are:

Dr Eruera Tarena – Board Chair

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

Eruera joined the Board of Te Māngai Pāho in 2014 and was appointed Chair in November 2016. Eruera brings a strong background in te reo, tikanga and language revitalisation to the Board, as well as extensive strategic management skills and academic leadership.

Eruera is Chief Executive for Te Tapuae o Rehua, a collaborative joint-venture partnership between South Island tertiary institutions and Te Rūnanga o Ngāi Tahu.

Brian Morris - Board Deputy Chair

Ngāti Kahungunu and Rongowhakaata with affiliations to Rangitāne

Brian Morris is a company Director with 14 years' experience in the publishing industry. He is currently Executive Director of Huia Publishers. Mr Morris is a former principal of Te Aute College with over 25 years' experience in the education sector. He has an M.Ed and is a licensed translator. His governance experience includes trustee on Heretaunga Tamatea Settlement Trust and chair of two Ahu Whenua Trusts.

Vanessa Clark

Waikato-Tainui, NgātiTīpa, Ngāti Tahinga, Ngāto Āmaru

Ms Clark has over 18 years of business and management experience in the ICT sector internationally (Hong Kong, London, Sydney and San Francisco) and locally. She worked at Cisco Systems Inc. in Silicon Valley for 11 years and currently is employed at MEA Mobile, (a Deloitte Fast 50 ICT company in 2014).

Ms Clark was appointed to the Māori ICT Development Fund Expert Advisory Group in October 2015 and appointed to the Board to Te Māngai Pāho in December 2015.

Kim Ngarimu

Te Aitanga ā Mate, Ngāti Porou

Kim Ngarimu joined the Board of Te Māngai Pāho in December 2016. Kim is a director of Tāua Limited, a consulting company specialising in public policy and public management. She has had 25 years' experience working with, or within, government, including as Deputy Secretary Policy with Te Puni Kōkiri, Acting Chief Executive of the Ministry of Women's Affairs and Acting Director of the Waitangi Tribunal.

Hinewehi Mohi MNZM

Ngāti Kahungunu, Ngāi Tūhoe

Ms Mohi is the first new member to the Board appointed by the Minister for Māori Development on the nomination of Te Mātāwai. An accomplished singer/songwriter Ms Mohi began with a career in broadcasting, firstly as a radio producer and then in television production as a researcher, presenter, director and producer. She continues to produce programming through her own company, Raukauri Productions. Ms Mohi was appointed for a three year term commencing 1 September 2017.

FUTURE DIRECTORS IN THE STATE SECTOR PROGRAMME

Kirikowhai Mikaere (Board Observer)

Tuhourangi, Ngāti Whakaue

Kirikowhai is a self-employed contractor advising different Māori and Iwi organisations on their statistical and information needs including the use of data to inform tribal development and service delivery. Kirikowhai was previously a senior advisor to the Government Statistician and Private Secretary Statistics to the Minister of Statistics.

KAIHAUTŪ-CHIEF EXECUTIVE

Larry Parr

Ngāti Hikitunga, Ngāti Raukawa, Muaūpoko

Mr Parr was previously head of programming at Māori Television. During his tenure at Māori Television, Mr. Parr led the station's first all-day ANZAC Day coverage in 2006.

Mr. Parr is also the current Tumuaki of Te Rūnanga o Raukawa and Chair of Ngāti Hikitunga.