

[In Confidence]

Office of Te Minita Whanaketanga Māori

Cabinet Economic Development Committee

Strengthening the Māori media sector for the future

Proposal

- 1 This paper seeks agreement to my approach to strengthen the Māori media sector over the next three years. It sets out my priorities for investment for Māori media to ensure its sustainability into the future during a period of change. It provides my response to a review of Māori media that I have undertaken over the last eighteen months.

Relation to government priorities

- 2 This proposal recognises that Māori media is a key means of revitalising Māori language and culture. It also recognises the importance of Māori media in building cultural and national identity. The Government is committed to supporting the advancement of the Maihi Karauna strategy, including creating the conditions for te reo Māori to thrive and to be valued by Aotearoa whānui as a central part of the New Zealand identity.

Executive Summary

- 3 Like media organisations worldwide, the Māori media sector faces the need to adapt to major change in the shape of new technologies, shifting audience behaviours and changing business models. Roles and functions to promote Māori language and culture to a range of audiences are fragmented across organisations and legislation.
- 4 This paper seeks agreement to a suite of actions to strengthen the Māori media sector over time during a period of significant change:
 - 4.1 setting clear outcomes, priorities, and the measurement framework to guide the future direction of the Māori media sector;
 - 4.2 improving coordination with the wider public media system on content commissioning and distribution to ensure more Māori media content is accessible to audiences and efficient government investment in platforms and technology;
 - 4.3 developing a workforce and capability strategy to ensure that we identify, grow and retain talent in the Māori media sector, and Māori participation in mainstream and independent media enterprises;
 - 4.4 investing in the transition of the Māori media sector to a new public media environment, through an increase in innovative Māori media content, growth in workforce development initiatives, and support for greater iwi media collaboration;
 - 4.5 stabilising the current entity arrangements, while seeking efficiencies in the funding mechanisms and improvements to their overall performance, including consideration of funding Whakaata Māori directly for content production to support greater surety of funding and longer-term planning; and
 - 4.6 modernising relevant legislation governing Māori media to ensure it enables entities to support te reo Māori revitalisation and is flexible enough to allow entities to adapt to an ever-changing media environment.

- 5 It builds on the decisions already made on Strong Public Media by further signalling a shift towards a coordinated and coherent Māori and mainstream public media system, characterised by:
 - 5.1 equitable funding that supports Māori entities and independent creatives to be strong participants in the media sector;
 - 5.2 a shared strategy for the commissioning of Māori content that delivers Māori language and cultural outcomes; and
 - 5.3 joint strategies for platform distribution to maximise audiences and workforce development that grows Māori capability in the media sector.

Background

Māori media supports te reo Māori

- 6 The Māori media sector refers to publicly funded Māori entities and enterprises which support the protection and promotion of te reo Māori me ngā tikanga Māori. The proposals in this paper directly impact Te Māngai Pāho, Whakaata Māori, and iwi media/radio, with wider sectoral impacts for groups such as the independent Māori production community, Te Whakaruruhau o Ngā Reo Irirangi Māori and Ngā Aho Whakaari.
- 7 Broadcasting and media are powerful mechanisms for supporting the revitalisation of te reo Māori. Primarily this is by way of enhancing the status and increasing critical awareness of the language, which are two of the five critical elements of language revitalisation theory. It also has a secondary influence on acquisition and use of the language by supplementing te reo Māori learning and establishing a domain in which speakers can engage with the language.
- 8 Te Whare o te Reo Mauri Ora¹ is the overarching organising framework within which the Māori media sector operates when considering its role to support te reo Māori. This reflects that Māori media spans the goals and priorities of the Maihi Karauna and the Maihi Māori by establishing the societal conditions needed for the language to thrive, while also transmitting directly into homes and communities, where whānau can access culture and language most directly.

Progressing the Māori Media Sector Shift

- 9 In recent years there has been an increasing receptiveness to Māori language and culture, and this is expected to continue. This includes a growing interest in telling Māori stories as part of New Zealand's national identity. There has been a simultaneous change to how audiences access media content, with rapid growth in online and on-demand services and a decline in the use of traditional broadcast media. Much of the legislation and some of the key policy settings governing the Māori media sector date to an era that pre-dated this change. These settings, along with static funding, have impacted the sector's ability to work in a coordinated way, to invest in workforce development, and to create the type of engaging content that will grow its audience share.
- 10 Under the previous Government we considered a number of proposals relating to the shifts needed for the Māori media sector. These were not finalised, and there was

¹ Te Whare o te Reo Mauri Ora is a construct of a single house with corresponding sides setting out the roles of government and iwi/Māori in language revitalisation, recognises the necessity for the government to operate in a partnering relationship with Māori to achieve positive te reo Māori outcomes. This partnering relationship is reflected in Māori media by way of Te Mātāwai (which represents iwi and Māori interests in te reo Māori revitalisation): appointing four of the seven members of the Whakaata Māori Board; exercising leadership and oversight of Whakaata Māori jointly with the Minister for Māori Development and Minister of Finance; and managing the spectrum management rights under the Māori Television Service Act 2003.

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negative reaction from the sector in the feedback received on the Māori Media Sector Shift options released for discussion in June 2020. In line with our commitment under the Labour Māori Manifesto 2020 I have focused on strengthening the sector in order to support its shift into the future.

- 11 In December 2020, Te Puni Kōkiri established a Māori Broadcasting Advisory Panel (the Panel) of experienced sector practitioners to provide practical advice and solutions for the future of Māori media. The Panel undertook focussed engagement with key stakeholders from the Māori media sector during March, May and September of 2021, and provided a range of advice throughout 2020/21 focussed on:
 - 11.1 funding priorities to support a sustainable Māori media sector;
 - 11.2 the case for change and outcomes for Māori media; and
 - 11.3 repositioning the Māori media sector for strategic impact.
- 12 The Panel also confirmed from the work undertaken as part of the Māori Media Sector Shift, that:
 - 12.1 technology, business models and audience habits have changed rapidly since key institutions and foundational legislation for the Māori media sector was established; and
 - 12.2 roles and functions to promote Māori language and culture to a range of audiences, are fragmented across organisations and legislation.
- 13 Te Puni Kōkiri further progressed the Panel's advice through the Better Business Case framework [in line with Cabinet Office Circular CO (19) 6], developing a Māori Media Sector Business Case that comprised strategic, economic, and financial cases to test the feasibility and efficacy of the Panel's advice against a broad range of options for the Māori media sector. Key elements of the preferred Business Case option included:
 - 13.1 clear accountabilities for achievement of public media goals for Māori, achieved by a strengthened partnership between mainstream and Māori public media sectors working together to achieve shared outcomes;
 - 13.2 an increasing portion of content will be commissioned and managed collaboratively with Māori and mainstream public media;
 - 13.3 the Māori media sector will need to grow talent pathways and capability within a modern tech/media environment to support content creation; and
 - 13.4 increased funding for produced content that will have an increased range of genres for a range of levels of te reo Māori fluency, as well as content that reflects Māori stories and perspectives for both Māori and non-Māori.
- 14 The advice of the Panel and the recommendations from the Māori Media Sector Business Case inform the actions I propose to take in this paper. They also inform my priorities for investment for the future.
- 15 Cabinet agreed in February 2022 to establish a new public media entity that will work collaboratively to support the broader media ecosystem, including supporting the capacity, capability and sustainability of the Māori media sector [CAB-22-MIN-0034]. Now we have taken decisions and introduced legislation to give effect to the future media changes, it is timely that I conclude the review work for Māori media, outline a key work programme of improvements, and signal the focus for future investment.

Setting clear outcomes, priorities and a measurement framework for the Māori media sector

- 16 The vision for the future of the Māori media sector, endorsed by Cabinet in 2019, is a collaborative and capable Māori media community that promotes and demonstrates the use of te reo Māori me ngā tikanga Māori, promotes te ao Māori, and tells Māori stories in Māori ways [CAB-19-MIN-0448.01]. Achieving that vision will require policy changes, supported by investment and the removal of unnecessary barriers to innovation and collaboration.
- 17 I propose the following revised outcomes and priorities for the Māori media sector from those endorsed by Cabinet in 2019 [CAB-19-MIN-0448.01], which reflect work undertaken since then, sector feedback and the need for alignment with the Maihi Karauna and mainstream public media.

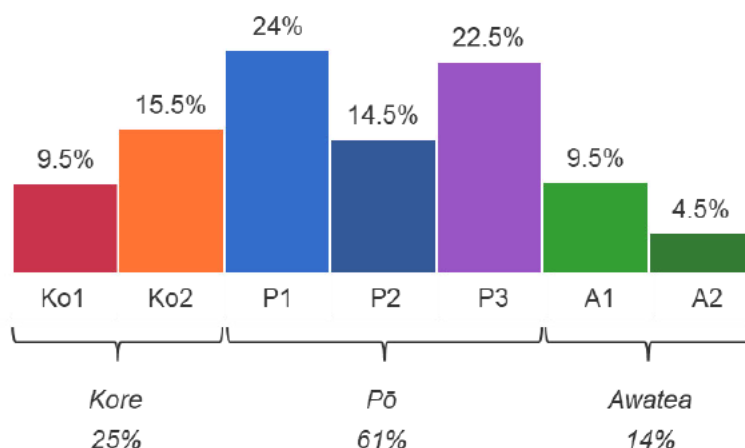
Table 1: Proposed outcomes and priorities for the Māori media sector

Language	Sector
Te reo Māori is valued and is a means of everyday mass communication	The Māori media sector is capable and agile, and is connected at iwi, regional, and national levels
Priorities	
We support the creation of engaging content which presents Māori language, culture, stories, and perspectives	We support workforce capability and capacity through the identification, development, and retention of Māori talent
We support audiences to access quality Māori content through their preferred medium or device	We support the sustainability of a creative Māori independent production community and iwi media sector
We support appropriate protection and use of Māori content that contains mātauranga Māori	We support collaboration and integration with the public media sector in areas of shared interest and mutual benefit

Measuring success for Māori media in te reo Māori revitalisation

- 18 A stronger Māori media sector delivering on these outcomes and priorities will play a vital role in normalising and revitalising te reo Māori. To measure this contribution to te reo Māori revitalisation we will use a model of 'right-shifting' that measures the attitudes and behaviours of Māori and all New Zealanders towards Māori language and culture. It is based on creating a representation of how the New Zealand population is situated on a continuum at a point in time. It is not a measure of language fluency, and instead reflects the primary role of Māori media within te reo Māori revitalisation, which is enhancing the status and critical awareness of the language.
- 19 Our right-shifting model is called KoPA. The population is measured as being within one of three categories (Kore – Zero, Po – Passive, Awatea – Active) and seven segments across these categories based on responses to a number of attitudinal statements and active behaviours. Our aim is to shift people along the continuum, from being disengaged and unreceptive towards the language, to being receptive and supportive of it, and eventually to actively advancing, learning, or using the language.
- 20 Diagram 1 depicts the current status of the New Zealand population on the KoPA continuum.

Diagram 1: KoPA Model segmentation of total New Zealand population (2021)



The case for strengthening the Māori media sector

- 21 If we are to achieve the vision and outcomes for the Māori media sector, then the current policy settings and funding levels for sector need to be improved. This includes:
 - 21.1 equipping the sector to deliver to the increasing demand for te reo Māori and Māori stories,² with indicators suggesting the Government will not be able to reach the Maihi Karauna goals it has set;³
 - 21.2 ensuring the sector has sufficient funding to effectively deliver for audiences and adjust to a rapidly changing environment;
 - 21.3 addressing increasing costs and support investment in building workforce capability for the sector;
 - 21.4 updating and aligning legislation to address the fragmentation between entities responsible for Māori language and culture; and
 - 21.5 ensuring inequities between Māori and wider public media are not exacerbated as both sectors undergo change.
- 22 Simultaneous reform of Māori and wider public media provides an opportunity to establish a thriving public media system that meets all audience demands and is supported by equitable funding. The establishment of a new public media entity, with legislative requirements to collaborate with Māori media organisations and to have regard to the funding policies of Te Māngai Pāho and NZ On Air, provides significant new opportunities for the Māori media sector to operate in innovative and collaborative ways that support the wider decisions that the Government has made for the public media system. This coordinated system will help deliver to the current and future demands of New Zealand audiences by providing a wide variety of content and platforms to consume it on.
- 23 The best outcomes and greatest efficiency for delivery of Māori media content will be achieved by better enabling the sector to deliver through contemporary legislative and policy settings, appropriate levels of funding, and working more collaboratively with public media entities, rather than through major structural changes. The Panel considered a

² Research commissioned by Te Māngai Pāho shows a steady upwards trend in support for the growth and protection of Māori language and culture, from both Māori and non-Māori, from 2005 to 2018 (Te Māngai Pāho Annual Report 2018).

³ He Ara Poutama report estimates 61,000 fluent Māori speakers of te reo Māori in 2021 and projects 93,000 speakers by 2040 based on current trends; target of 150,000 Māori using te reo Māori as much as English by 2040.

number of structural options through its engagement with stakeholders and in the development of its advice. However, it concluded that inflexible policy and legislative settings and stagnant funding, rather than structural arrangements, have limited the sector's ability to adjust to a rapidly changing environment. I do not intend to consider reform of the public entities in the sector at this stage and instead I am focused on those entities working closely with the new arrangements arising from the strengthening of public media.

Improving coordination with the wider public media system on content commissioning and distribution

- 24 By agreeing to the establishment of a new public media entity through Strong Public Media, the Government has already put in place an overarching framework that will support collaboration between Māori and mainstream public media [CAB-22-MIN-0034]:
- 24.1 at least two members of the new entity's board to be appointed in consultation with the Minister for Māori Development;
 - 24.2 the entity to collaborate with Māori media organisations to help support the capacity, capability, and sustainability of the Māori media sector;
 - 24.3 the entity must have regard to the funding policies of both Te Māngai Pāho and NZ On Air; and
 - 24.4 further work be done as part of the establishment of the new entity to identify how the Māori-Crown relationship can best be supported through the structure and operating model of the new entity, and how the entity could best align with and support the Māori media sector.
- 25 It is important that the Government supports effective collaboration between the Māori media sector and mainstream public media through enabling mechanisms and arrangements. To that end, I propose that Te Puni Kōkiri and the Ministry for Culture and Heritage develop a joint work programme to operationalise key aspects of the Māori media and Strong Public Media work programmes.⁴ This work will include identifying shared objectives and responsibilities for Māori language and culture, and delivery to Māori audiences, across entities that deliver against the outcomes for Māori media, mainstream public media, and the Maihi Karauna (including monitoring arrangements). Work will also explore shared strategies for the commissioning and distribution of Māori media content, as discussed in the following sections. Te Puni Kōkiri and the Ministry for Culture and Heritage will report to joint Ministers on this work programme in December 2022.

Commissioning arrangements

- 26 If we are to boost the creation of quality and engaging content that presents Māori language, culture, stories, and perspectives to audiences, we need a more coordinated approach to the investment in this content across the public media system. At present there is no strategic alignment or overarching shared objectives for the commissioning of Māori media content. Existing collaborative arrangements are occurring in an ad hoc fashion and are secondary to any respective entity's primary functions and delivery.
- 27 Increased coordination between funding entities on the commissioning of Māori media content will help:
- 27.1 optimise funding towards Māori content and producers;

⁴ Aligns with Strategic Framework for a Sustainable Media System developed by the Ministry for Culture and Heritage.

- 27.2 support a long-term investment approach that caters for a wider range of Māori content; and
- 27.3 improve the pursuit of, and reporting on, outcomes for Māori from the public media system.
- 28 While existing arrangements – content commissioned through multiple Votes and agencies on an annual basis through contestable funding – will continue, I propose that Te Puni Kōkiri and the Ministry for Culture and Heritage work closely with Te Māngai Pāho and NZ On Air to explore the development of a shared strategy for the commissioning of content that delivers Māori language and cultural objectives. This could include a corresponding set of performance outcomes and measures to report on (based on the KoPA model). This work should also include other relevant sector entities and groups, including Whakaata Māori and independent Māori producers.
- 29 This will inform wider work in establishing the new public media entity and how it will support collaboration with other entities, and constraints around its eligibility to access NZ On Air funding, which have logical flow-on effects to potential access to Te Māngai Pāho funding.

Platforms and distribution

- 30 Reaching audiences, by supporting them to access quality Māori content through their preferred medium or device, is critical. The way audiences access Māori media content is changing, with use of traditional broadcast decreasing and use of digital formats increasing as audiences expect to access content at times and places of their choosing. There is an opportunity for the Māori media sector to partner with public media entities and third-party platforms to support an increase in reach and engagement of Māori media content on platforms preferred by Māori and Aotearoa whānui audiences. This will also optimise the Government's investments in media platforms.
- 31 I intend to commission Te Puni Kōkiri and the Ministry for Culture and Heritage, in consultation with Whakaata Māori and the new public media entity, to explore the development of a sector distribution strategy, based on audience preferences and industry trends. This would include the possibility of integrating to a single Māori and public media platform. I propose that joint Ministers report back to Cabinet on this in June 2024, following full operationalisation of the new public media entity in July 2023.
- 32 This will complement the proposals agreed by Cabinet on the establishment of a new public media entity [CAB-22-MIN-0034], with the intention to allow others to access its infrastructure, including its digital platform, to help overcome investment hurdles and support the ongoing investment in new technology.

Developing a workforce and capability strategy

- 33 Developing the Māori media workforce is a priority for delivering a capable, agile and sustainable sector. Insufficient investment in capability and talent development over time has limited the growth and economic sustainability of the sector. The sector will need to be incentivised to develop and retain talent to minimise the risk and impact of talent loss to other sectors. While the sector currently has the necessary capability and capacity to deliver an increased range of content in the short-term, with high demand and competition for te reo Māori talent it will become increasingly difficult to meet demand and to maintain the creation of quality, engaging Māori media content.
- 34 Budget 2022 investment through Whakaata Māori has provided the Māori media sector initial funding to build the capability and capacity of its workforce. Whakaata Māori,

38 We have made a start on this through our last two Budgets. First through \$42 million in Budget 2021, and then subsequently \$40 million in Budget 2022. Budget 2022 funding over the next two years will help position the Māori media sector within a new public media environment and prepare it to increasingly deliver a fuller range of Māori media content. My priorities for investment are the delivery of innovative content for a range of platforms, growing the capacity and capability of the sector's workforce, and supporting collaboration with mainstream public media.

39 9(f)(iv)

Improving entity arrangements: directly funding Whakaata Māori for content production

- 40 Budget 2022 funding will support operational entities at the sharp end of delivery in the sector (Whakaata Māori and iwi media). It will allow us to seek efficiencies in the funding mechanisms and improvements to their overall performance. A step I intend to explore from the advice of the Panel that I did not progress in Budget 2022 is to move content funding for Whakaata Māori from the funding operated by Te Māngai Pāho into the appropriation that supports Whakaata Māori directly for administration and other activities.
- 41 Whakaata Māori is funded annually for its operations via Vote: Māori Development to the extent of \$19.264 million per annum, and directly for content via Te Māngai Pāho funding to the extent of \$19.044 million per annum in 2021/22 (as well as being able to apply for Te Māngai Pāho contestable funding). It is also set to receive \$8 million in funding over the next two years from Budget 2022 for cost pressures, workforce development, and to address platform issues.
- 42 There is an opportunity to directly fund Whakaata Māori for both its operations and content production via Vote: Māori Development, with oversight and monitoring from Te Puni Kōkiri. This would first involve transferring the direct content funding from Te Māngai Pāho. Consideration could then be given to further changes, depending on the funding arrangements for the new public media entity.
- 43 Whakaata Māori receiving direct content funding via Vote: Māori Development will be more consistent with decisions Cabinet has made in relation to the new public media entity, which is to receive all its core baseline funding directly through an appropriation administered by the Ministry for Culture and Heritage. The proposal will reduce the complexity of direct content funding for Whakaata Māori being delivered and monitored via a separate agency to its operations funding. More direct funding lines also consolidate accountability processes.
- 44 This arrangement will provide greater surety of funding for Whakaata Māori for content production, allowing agility in the short-term while also supporting longer-term planning including collaboration with the new public media entity. Te Māngai Pāho will benefit from being able to increase its focus on innovative content and growing audiences across emerging platforms. The change will also allow Te Māngai Pāho to take a wider sector approach to funding, including establishing settings that support greater collaboration and alignment with NZ On Air on the commissioning of Māori media content.
- 45 We must ensure that directly funding Whakaata Māori for content production does not result in any loss of efficiency across the Māori media sector and broader media ecosystem in terms of the allocation of content funding, or adversely impact a thriving independent Māori production community. As discussed in the paper establishing the new

public media entity, ensuring collaboration between entities is key to minimising any potential adverse impacts [CAB-22-MIN-0034]. Any decisions that Whakaata Māori makes in relation to increasing production capacity, both in terms of capability and infrastructure/technology, will be undertaken in line with the outcomes and priorities set out in this paper and reflected in its annual Output Plan.

- 46 I seek Cabinet agreement for responsible Ministers to be delegated decision-making on this matter. I have asked Te Puni Kōkiri and the Treasury, working with Te Mātāwai, Te Māngai Pāho, and the Ministry for Culture and Heritage, to provide responsible Ministers with advice on the appropriate performance monitoring arrangements for Whakaata Māori to support the transfer to direct funding arrangements. While the Minister of Finance and I have delegated authority to make decisions on changes to the relevant appropriations, I want to ensure we have authority from Cabinet to make any other necessary decisions to support this change. Changes in appropriations and measures will be reflected in the annual Statement of Intent and Output Plan for Whakaata Māori.

Modern and cohesive legislative settings

- 47 To achieve the intended outcomes, the Māori media sector requires modern enabling legislation with clarity of functions for entities responsible for protection and promotion of Māori language and culture, including in relation to mainstream public media changes. I anticipate that the policy decisions from this paper may require legislative changes for Māori media entities such as Te Māngai Pāho and Whakaata Māori.

Table 3: Māori media legislation: areas of consideration for legislative change

Act	Areas of consideration
Broadcasting Act 1989 (Part 4A Te Reo Whakapuaki Irirangi: administered by Te Puni Kōkiri)	Amendments to part 4A of the Broadcasting Act 1989 on a range of matters covering roles and functions may be required, such as broadening the functions of Te Māngai Pāho to explicitly fund content that reflects Māori perspectives and tells Māori stories, which would also extend its collaboration with other entities.
Māori Television Service (Te Aratuku Whakaata Irirangi Māori) Act 2003	Changes to the Whakaata Māori function and mandate may be required to reflect technological and audience changes, including the shift from a linear broadcasting to a digital environment. For example, Whakaata Māori is currently required to maintain a 'television service' that broadcasts during prime time mainly in te reo Māori and broadcasts a substantial proportion of its programmes in te reo Māori. This fails to recognise that digital services and platforms have disrupted linear broadcasting and changed audience consumption patterns.

- 48 The commissioning and production of more content reflecting Māori stories and perspectives may require legislative changes to enable additional programming flexibility and further empower Te Māngai Pāho to invest in such content. While current legislation and funding levels do not explicitly prohibit Te Māngai Pāho from investing in Māori stories and perspectives, under current legislative settings the focus is predominantly towards investing in te reo Māori content.
- 49 Current legislative settings for Whakaata Māori risk hindering complementarity with Māori and mainstream public media entities, limiting audience growth, and restricting its ability to deliver more content reflecting Māori stories. Legislative change may also be required to establish a clear function/responsibility within the Māori media sector to provide

leadership in maintaining a cohesive approach to Māori media workforce development and capability build.

- 50 There is a bid for a Māori Media Amendment Bill on the legislative programme (Category 5). However, more policy work is required to consider potential legislative changes. I propose that Te Puni Kōkiri officials undertake Regulatory Impact Analysis to consider legislative change. As this work would mean that officials would not be ready to instruct PCO by the end of this year, I propose that the Bill is now Category 6, on hold. This will also allow alignment with work in the Broadcasting and Media portfolio to consider a review of the Broadcasting Act 1989.

Further priorities for Māori media

- 51 There are further priority areas for change that are important to the long-term future of Māori media but are not yet critical. These are focussed on access to, and use of, Māori media content by iwi and Māori, including historical images and sound. Further policy work is required on these issues as they are complex and involve other legislative frameworks (such as the intellectual property regulatory system in the case of content use). I intend for Te Puni Kōkiri to identify and scope some work in collaboration with relevant agencies and organisations. This work will focus on:
- 51.1 development of a robust and efficient process to protect access and use of Māori media content, and provide more access to quality archived media content; and
 - 51.2 development of options on future arrangements for iwi/Māori radio, including consideration of the transfer of the administration of iwi radio spectrum licenses directly to iwi/Māori.
- 52 This phased approach is in response to the need to stabilise the sector and implement the first key actions of my plan to strengthen the Māori media sector for the future and funded through Budget 2022. It is also reflective of the unique drivers and demands within the iwi media space, and that Te Puni Kōkiri is not a lead agency in relation to issues such as archiving. However, it should be noted there are possible overlaps in areas such as WAI 262: Te Pae Tawhiti, and the establishment of a permanent Māori spectrum entity, which may frame progress on these priorities.

Implementation

- 53 Table 3 sets out the key milestones for implementing the recommendations in this paper, subject to Cabinet decisions.

Table 3: Key milestones for Māori media sector work

Milestone/Activity	Timeframe
Briefing to joint Ministers on shared work programme, including objectives and responsibilities for Māori media content	December 2022
Cabinet report back on Māori content strategy and legislative change	May 2023
Shared Māori content strategy operational, with a corresponding set of performance outcomes and reporting measures	July 2023 (in line with operation of new public media entity)
Workforce strategy developed for implementation	July 2023
Cabinet report back on platform and distribution strategy	June 2024

Financial Implications

54 There are no specific financial implications arising from the decisions in this paper.

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Legislative Implications

55 I propose officials undertake a Regulatory Impact Assessment to consider legislative change to expand the functions of Te Māngai Pāho and to modernise the Māori Television Service Act 2003. This will accompany my report back to Cabinet in May 2023.

Population Implications

56 Government commitment to revitalising te reo Māori, including through support and investment for Māori media content, is derived from Te Tiriti o Waitangi – primarily through te reo Māori being recognised as a taonga under Article II, but also by way of the principle of active protection. This requires the Government to act to the fullest extent practicable to protect Māori language and culture and the relationships of Māori with these taonga.

57 The recommendations in this paper will support the societal conditions needed for the intergenerational transmission and widespread use of te reo Māori, through the creation of engaging content which presents Māori language, culture, stories, and perspectives; and by supporting audiences to access quality Māori content through their preferred medium or device.

58 Te reo Māori supports Māori to develop a strong sense of identity, which is important for whānau wellbeing and resilience. Māori media also supports greater social cohesion by encouraging all New Zealanders to value Māori language and culture as a key part of their identity.

Consultation

59 The following organisations were consulted on this paper: The Treasury, Public Service Commission, Te Arawhiti, Ministry for Culture and Heritage, Ministry of Education, Department of Internal Affairs, Te Mātāwai, Te Māngai Pāho, NZ On Air, Whakaata Māori, Te Taura Whiri i te reo Māori.

60 Te Whakaruruhau o Nga Reo Irirangi Māori, and the Māori Broadcasting Advisory Panel were also engaged on this paper. The Department of the Prime Minister and Cabinet was informed.

Communications

61 I intend to communicate the key actions outlined in this paper to the Māori media sector and the wider public media sector.

Proactive Release

62 I intend to release this paper proactively following any announcement. This proactive release would be subject to redaction as appropriate under the Official Information Act 1982.

Recommendations

63 The Minister for Māori Development recommends that the Committee:

Case for change

1. **note** that current policy settings and funding levels for the Māori media sector need strengthening to:
 - 1.1. equip the sector to deliver to the increasing demand for te reo Māori and Māori stories, with indicators suggesting the Government will not be able to reach the Maihi Karauna goals it has set;
 - 1.2. ensure the sector has sufficient funding to effectively deliver for audiences and adjust to a rapidly changing environment;
 - 1.3. address increasing costs and support investment in building workforce capability for the sector;
 - 1.4. update and align legislation to address the fragmentation between entities responsible for Māori language and culture;
 - 1.5. ensure inequities between Māori and wider public media are not exacerbated as both sectors undergo change;
2. **note** that simultaneous reform of Māori and mainstream public media provides an opportunity to establish a thriving public media system that meets all audience demands;
3. **note** that in February 2022, Cabinet agreed to the establishment of a new public media entity that will work collaboratively to support the broader media ecosystem, including supporting the capacity, capability and sustainability of the Māori media sector [CAB-22-MIN-0034];

Key actions to strengthen the Māori media sector for the future

4. **note** the key actions which will be the foundation of the Minister for Māori Development's plan to strengthen the Māori media sector are:
 - 4.1. setting clear outcomes, priorities, and the measurement framework to guide the future direction of the Māori media sector;
 - 4.2. improving coordination with the wider public media system on content commissioning and distribution to ensure more Māori media content is accessible to audiences and efficient government investment in platforms and technology;
 - 4.3. developing a workforce and capability strategy to ensure the identification, growth and retention of talent in the Māori media sector, and Māori participation in mainstream and independent media enterprises;
 - 4.4. investing in the transition of the Māori media sector to a new public media environment, through an increase in innovative Māori media content, growth in workforce development initiatives, and support for greater iwi media collaboration;
 - 4.5. stabilising the current entity arrangements, while seeking efficiencies in the funding mechanisms and improvements to their overall performance, including consideration of funding Whakaata Māori directly for content production to support greater surety of funding and longer-term planning;

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- 4.6. modernising relevant legislation governing Māori media to ensure it enables entities to support te reo Māori revitalisation and is flexible enough to allow entities to adapt to an ever-changing media environment;

Outcomes and priorities for Māori media

5. **agree** to the following outcomes for the Māori media sector:
 - 5.1. te reo Māori is valued and is a means of everyday mass communication;
 - 5.2. the Māori media sector is capable and agile, and is connected at iwi, regional, and national levels;
6. **note** the corresponding priorities for the Māori media sector:
 - 6.1. we support the creation of engaging content which presents Māori language, culture, stories, and perspectives;
 - 6.2. we support audiences to access quality Māori content through their preferred medium or device;
 - 6.3. we support appropriate protection and use of Māori content that contains mātauranga Māori;
 - 6.4. we support workforce capability and capacity through the identification, development, and retention of Māori talent;
 - 6.5. we support the sustainability of a creative Māori independent production community and iwi media sector;
 - 6.6. we support collaboration and integration with the public media sector in areas of shared interest and mutual benefit;
7. **note** success for Māori media in te reo Māori revitalisation will be measured against indicators developed consistent with the KoPA model;

Improving coordination between Māori and mainstream public media

8. **direct** Te Puni Kōkiri and the Ministry for Culture and Heritage to report to joint Ministers in December 2022 on a joint work programme for Māori media content that includes identifying shared objectives and responsibilities;
9. **direct** Te Puni Kōkiri and the Ministry for Culture and Heritage to explore, in consultation with other relevant sector entities and groups, the development of a shared Māori content strategy;
10. **direct** Te Puni Kōkiri and the Ministry for Culture and Heritage to explore, in consultation with other relevant sector entities and groups, the development of a platform distribution strategy;

Investing in and strengthening the Māori media sector

11. **note** that Budget 2022 included additional funding for Māori media to initiate the key actions identified in this paper and informed by the Māori Media Sector Business Case;
12. **note** that Whakaata Māori, with support from Te Puni Kōkiri, will facilitate sector engagement on a comprehensive workforce capability strategy and plan;
13. **agree** to delegate to the Minister of Finance and the Minister for Māori Development responsibility for any necessary decisions to support a change to directly fund Whakaata Māori for content production;

IN CONFIDENCE

14. **direct** Te Puni Kōkiri and the Treasury, in consultation with Te Mātāwai, Te Māngai Pāho, and the Ministry for Culture and Heritage, to provide responsible Ministers with advice on the appropriate performance monitoring arrangements for Whakaata Māori to support the transfer to direct content funding arrangements;
15. **note** that Te Puni Kōkiri will undertake a Regulatory Impact Assessment on expanding the functions of Te Māngai Pāho and modernising the Māori Television Service Act 2003;
16. **invite** the Minister for Māori Development to report back to Cabinet in May 2023 on proposed legislative changes arising from a Regulatory Impact Assessment;

Implementation

17. **invite** the Minister for Māori Development to report back to Cabinet in May 2023 on a Māori content strategy in preparation for the operation of a new public media entity in July 2023;
18. **invite** the Minister for Māori Development to report back to Cabinet in June 2024 on a sector distribution strategy.

Authorised for lodgement

Hon Willie Jackson

Minister for Māori Development