



Australian Government

Department of Communications,
Information Technology and the Arts

REVIEW OF THE INDIGENOUS BROADCASTING PROGRAM

April 2006





Australian Government

**Department of Communications,
Information Technology and the Arts**

DISCUSSION PAPER

Review of the Australian Government Indigenous Broadcasting Program

April 2006

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Front cover image

Andrea Fraser on air at CAAMA 8KIN-FM, Alice Springs

Table of contents

Acronyms	5
Executive Summary	6
Introduction	8
Consultation	11
How to make a submission	12
Publication and reporting of submissions	13
A Scope of the IBP	14
B Key issues for comment	18
B.1 Proposed new funding model for broadcasting services	18
B.1.1 Equitable funding model—expenses for radio services	18
B.1.2 Proposed funding model	20
B.2 Remote Indigenous Media Organisations (RIMOs)	22
B.2.1 Proposed operating model for RIMOs	22
B.2.2 Proposed funding model for RIMOs	24
B.2.3 Remote Indigenous Broadcasting Services (RIBS) and the proposed RIMO model	25
B.3 Community Broadcasting Foundation (CBF) and the IBP	26
B.4 Proposed governing principles for the administration of the IBP	28
C Additional issues for comment	30
C.1 Staffing Indigenous broadcasting services	30
C.1.1 Employment of Indigenous staff	30
C.1.2 RIBS and employment in the IBP	30
C.1.3 Training	32
C.1.4 Traineeships	33

C.2	Other initiatives	33
C.2.1	Peak bodies	33
C.2.2	National Indigenous Radio Service (NIRS)	34
C.2.3	Shared Responsibility Agreements (SRAs)	34
C.2.4	Digital services	35
	List of questions	37
	References	39
Attachment A	Background to the Indigenous Broadcasting Program	40
Attachment B	Recent whole-of-government administrative changes	44
Attachment C	Licensing	46
Attachment D	Indigenous population	49
Attachment E	RIBs receiving IBP funding direct	52
Attachment F	Maps of the location of metropolitan and regional Indigenous broadcasters and Remote Indigenous Broadcasting Services	55
Attachment G	Media release— <i>Framework for the introduction of digital radio</i>	57
Table 1	2005–06 funding on a per capita cost basis	19
Table 2	Proposed budget for a RIMO serving up to 20 RIBs	24
Table 3	Funding scenarios for current RIMOs	24
Table 4	Three year snapshot of IBP funding	42
Chart 1	Three year IBP profile: 2003–06	43
Chart 2	IBP operational funds for 2005–06	43

Acronyms

ABC	Australian Broadcasting Corporation
ABS	Australian Bureau of Statistics
ACMA	Australian Communications and Media Authority
AICA	Australian Indigenous Communication Association
ASTRA	Australian Subscription Television and Radio Association
ATSIC	Aboriginal and Torres Strait Islander Commission
ATSIS	Aboriginal and Torres Strait Islander Service
BRACS	Broadcasting for Remote Aboriginal Communities Scheme
CAAMA	Central Australian Aboriginal Media Association
CBAA	Community Broadcasting Association of Australia
CBF	Community Broadcasting Foundation
CDEP	Community Development Employment Project scheme
CRA	Commercial Radio Australia
DCITA	Department of Communications, Information Technology and the Arts
IBP	Indigenous Broadcasting Program
ICC	Indigenous Coordination Centre
ICTV	Indigenous Community Television
IRCA	Indigenous Remote Communications Association
ITV	Indigenous Television Broadcasting Service
NG Media	Ngaanyatjarra Media
NILS	National Indigenous Languages Survey
NINS	National Indigenous News Service
NIRS	National Indigenous Radio Service
NSW	New South Wales
NT	Northern Territory
PAKAM	Pilbara and Kimberley Aboriginal Media
PY Media	Pitjatjantjara Yankunytjatjara Media
RIBS	Remote Indigenous Broadcasting Service
RIMO	Remote Indigenous Media Organisation
RPA	Regional Partnership Agreement
RPH	Radio for the Print Handicapped
SA	South Australia
SRA	Shared Responsibility Agreement
TAPE	The Aboriginal Program Exchange
TEABBA	Top End Aboriginal Bush Broadcasting Association
WA	Western Australia

EXECUTIVE SUMMARY

In 1987, the Broadcasting for Remote Aboriginal Communities Scheme was developed and funded by the then Department of Aboriginal Affairs.

The Aboriginal and Torres Strait Islander Commission (ATSIC), established in 1990, took over the provision of government funding for Indigenous broadcasting and communications.

ATSIC and the Aboriginal and Torres Strait Islander Services (ATSIS) agency were the principal bodies funding Indigenous broadcasting until the Australian Government changed the arrangements for the administration of Indigenous affairs in July 2004.

Since then, the Department of Communications, Information Technology and the Arts (DCITA) has had the responsibility for managing the Indigenous Broadcasting Program (IBP).

The level of funding for Indigenous broadcasting has remained relatively unchanged since the late 1990s.

The Community Development Employment Program (CDEP) has also supported broadcasting activities, especially in remote communities. In addition, DCITA continues to provide funds for Indigenous broadcasting to the Community Broadcasting Foundation (CBF). This funding supports program grants, development grants and special projects grants.

Demand for support under the IBP usually outstrips funding available. In the 2005–06 funding round, the IBP received funding requests for projects valued at \$27.2 million compared to a total allocation of \$13.3 million.

The purpose of this discussion paper is to canvass, from a national perspective, issues relevant to the IBP. This review is separate from the Indigenous Television Review of August 2005.

The IBP will, in the main, continue to support radio broadcasting. The Government has made available separate funding under the *Backing Indigenous Ability* initiative for an Indigenous television service.

The broad objective of the IBP is to increase the availability of Indigenous-specific radio and television broadcasts to Indigenous audiences.

To achieve this objective, a new approach to funding Indigenous broadcasters is proposed in order to:

- address historical funding disparities;
- establish a more equitable distribution of funding across capital cities and regional and remote areas;
- increase the availability of new Indigenous broadcasting services; and
- provide further transparency to the funding process.

Under the proposed model, broadcasting services of a similar kind operating within defined population band sizes would be grouped together.

Over time, the IBP would provide a common funding level to each of these groups.

Key changes resulting from the adoption of the proposed model would include:

- equalisation of funding for organisations with similar population band sizes;
- cessation of direct funding to Remote Indigenous Broadcasting Services (RIBS), to be replaced by indirect funding through Remote Indigenous Media Organisations;
- removal of overlapping funding between the IBP and the CBF; and
- a focus on the funding of radio broadcasting, but not audio-visual material.

INDIGENOUS BROADCASTING PROGRAM DISCUSSION PAPER

INTRODUCTION

Background

The Australian Government Indigenous Broadcasting Program (IBP) has supported broadcasting activities in urban, regional and remote Indigenous communities since 1987. During this period, Indigenous broadcasting has grown into a vibrant broadcasting sector supporting over 100 Indigenous broadcasting services. For a detailed account of the background to the IBP see Attachment A.

Recent Government initiatives

Recently, the Australian Government announced funding for a number of new Indigenous broadcasting projects under the *Connect Australia* initiative.

Over the next four years, a \$90 million package—*Backing Indigenous Ability*—will provide measures, particularly in remote areas, to improve Indigenous community access to appropriate communications services including broadcasting services.

Indigenous television broadcasting service (ITV)

A recent Department of Communications, Information Technology and the Arts (DCITA) review found a strong demand among Indigenous people for increased access to Indigenous television content. The Government has agreed to fund the ITV service in response to that review.

Backing Indigenous Ability will support ITV with \$48.5 million over the four years from 2006–07 to 2009–10 to produce and broadcast diverse programming such as news, children’s and drama programs that reflect the breadth of Indigenous communities.

Restoring ageing radio infrastructure

Another provision under the *Backing Indigenous Ability* initiative is the \$3.3 million in funding to be allocated over four years from 2006–07 for the restoration of ageing radio infrastructure in remote Indigenous communities. This will assist with the continued maintenance of cultural communications links within and between communities.

RIBS TV transmitter rollout project

Commencing in 2005, the Government has made available \$2 million to the Community Broadcasting Foundation (CBF) to conduct a TV transmitter rollout project for remote Indigenous communities with Remote Indigenous Broadcasting Services (RIBS) for the retransmission of the Indigenous Community Television (ICTV) service.

Currently, most remote Indigenous communities have only one transmitter available to carry the remote area ICTV programming and Australian Broadcasting Corporation (ABC) television services. The second transmitter will give remote Indigenous communities access to a channel dedicated to Indigenous programming.

Discussion paper

The purpose of this discussion paper is to canvass, from a national perspective, issues relevant to the IBP. This review is separate from the Indigenous Television (ITV) Review of August 2005. The IBP will, in the main, continue to support radio broadcasting. Separate funding has been made available under the *Backing Indigenous Ability* initiative for ITV.

The review is being undertaken in an environment of refocusing programs as a result of recent Government funding initiatives, detailed above. It also takes into account the need for funding decisions to be more closely aligned with whole-of-government¹ objectives and Shared Responsibility Agreements (SRAs).

This paper proposes several key changes to the IBP, including:

- the introduction of foundation principles to govern administration of the IBP;

¹ For further details see Attachment B.

- implementation of new funding arrangements to improve equity and efficiency and to ensure consistency in funding for the services supported by the program;
- cessation of direct funding to small remote services through small individual grants—instead, a new model is proposed for funding these services indirectly through Remote Indigenous Media Organisations (RIMOs);
- removal of overlapping funding arrangements between the IBP and the CBF; and
- a focus on funding for radio broadcasting and excluding audio-visual components previously funded (underpinning this proposal is the limited funding available to meet present demand within the IBP, as it is expected that support for audio-visual content will now be addressed through the new ITV program).

This paper also raises a number of additional issues that include:

- the development of Indigenous employment opportunities and outcomes within the IBP, including the provision of training;
- the significance of the Community Development Employment Project (CDEP) scheme in supporting Indigenous broadcasting;
- opportunities to develop appropriate SRAs;
- the role of peak bodies and the National Indigenous Radio Service (NIRS); and
- proposals to establish a capital equipment fund and a competitive funding pool for activities such as recording festivals and people's stories and video and radio archiving.

DCITA funding guidelines for the 2006–07 funding round will not be affected by this review process. However, any decisions made to revise the IBP, following the review, may affect guidelines prepared for the 2007–08 funding round. This will give the Indigenous media sector time to prepare for change.

The discussion paper outlines proposals for changes to the IBP. DCITA invites community and individual views, comments and suggestions on the proposals.

The Department sees community input as vital to improving future outcomes for the program and for building on the program's previous successes.

CONSULTATION

In late April 2006, DCITA will host a consultation forum in Canberra on the proposals outlined in the Discussion Paper. This will allow a broad range of representatives from Indigenous radio broadcasting organisations to receive more information about, and respond in their submissions to, the issues outlined in the paper.

The Discussion Paper is available on the DCITA Indigenous Broadcasting Program website at www.dcita.gov.au/indig/indigenous_broadcasting

HOW TO MAKE A SUBMISSION

The closing date for submissions is 30 June 2006.

Submissions may range from a short letter outlining views on a particular topic to a substantial document covering a range of issues. Where possible, evidence should be provided to support the views submitted, with relevant data and documentation.

Submissions may be sent by mail, fax, or email.

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PUBLICATION AND REPORTING OF SUBMISSIONS

As this is a public consultation process, DCITA will make all submissions to this review available for others to read.

Submissions will become publicly available documents once placed on DCITA's website. Submissions will normally be posted on the website shortly after receipt, unless they are marked confidential or accompanied by a request to delay release for a short period of time. Copyright in submissions, however, resides with the author(s), not with DCITA.

DCITA strongly encourages contributors to make their submissions publicly available. Under certain circumstances, DCITA can accept material in confidence, including commercially sensitive material. Contributors are encouraged to contact DCITA before submitting such material to discuss its nature and whether it would be in the public interest to be accepted by DCITA. Such material should then be provided under a separate cover and clearly marked 'IN CONFIDENCE'.

It is anticipated a report on the results of this review will be published by DCITA in the second half of this year.

A—SCOPE OF THE IBP

The current objectives of the IBP are intended to meet community broadcasting needs, primarily by means of radio. In RIBS, the IBP also funds the maintenance of retransmission facilities.

Currently, the IBP supports a mix of broadcasting and broadcasting-related activities². This includes:

- the operation and administration of Indigenous-owned and controlled community radio services in many of the capital cities, regional areas and larger remote towns (including RIBS units);
- RIBS regional coordination units—RIMOs such as the Central Australian Aboriginal Media Association (CAAMA), Pilbara and Kimberley Aboriginal Media (PAKAM), Warlpiri Media, Ngaanyatjarra Media (NG Media), Pitjatjantjara Yankunytjatjara Media (PY Media) and Top End Aboriginal Bush Broadcasting Association (TEABBA);
- radio news and other content for broadcast on Indigenous radio stations³;
- Indigenous video productions for transmission on television services;
- national bodies that promote and service the interests of their radio station membership;
- training for Indigenous broadcasters through accredited training providers⁴;
- broadcast engineering activities designed to support the continuation of broadcast transmission; and
- Imparja Television for Indigenous programming and the provision of satellite uplink facilities to Indigenous community radio stations, without cost.

It is proposed that, in the future, the IBP should concentrate on radio broadcasting activity, with the possible exception of the production of local television content by the RIBS for broadcast in the local community.

² For a more detailed account of these activities see Attachment A.

³ For example, the National Indigenous News Service (NINS) and the Aboriginal Program Exchange (TAPE).

⁴ Batchelor College.

This proposal would focus limited funding on the core objective of the IBP, taking into account recent Government funding initiatives from which television broadcasting activities will be funded.

Licensing (see Attachment C)

Indigenous organisations holding a commercial licence are not eligible for funding under the IBP (with the exception of Imparja, which is funded to achieve particular policy objectives). Commercial broadcasters are not required to serve particular community interests and there is nothing to prevent their targeting mainstream audiences.

Indigenous community broadcasters

The central focus of the IBP is the support of Indigenous community radio broadcasting services. These services have been licensed to meet the needs of Indigenous communities. They are subject to regulatory requirements aimed at ensuring they remain focused on the needs of their communities and do not become too commercial in their operations.

Narrowcasting services

Some facilities serving Indigenous communities operate as open narrowcasting services—broadcasting services whose reception is limited in at least one of a number of ways specified in section 18 of the *Broadcasting Services Act 1992*. These are targeted to special interest groups, are in a limited location, or may be provided during a limited period or for a special event. Typical narrowcast formats include tourist information, community information, niche music programming and religious content.

Under the current funding guidelines, Indigenous narrowcasters were eligible for funding in 2005–06. The 2006–07 program guidelines have been amended to extend eligibility for funding to the operators of Indigenous-controlled narrowcast radio services that operate within a specific licence area, where there is currently no Indigenous community radio station. If there is any overlap in a licensed area where there is an Indigenous community radio station, the narrowcast service will be ineligible for funding consideration.

However, to receive funding in 2007–08 narrowcasters will need to apply for a temporary community broadcasting licence and to work with the

Australian Communications and Media Authority to secure an ongoing community broadcasting licence. The requirement for a community broadcasting licence reinforces the focus of the IBP on community-based and community-owned services.

Under the IBP, Indigenous radio services (excluding commercial radio services) that do not possess a community broadcasting licence may be considered as a lower priority for funding in areas where no Indigenous community radio organisation exists. The organisation operating the broadcasting service must be a non-profit organisation.

Although narrowcasting services must remain targeted or limited, they are not subject to the same degree of regulatory obligation as community broadcasters. They are not subject to limitations on advertising or sponsorship and the community broadcasting codes of practice do not apply. These services are given a lower priority because they are not required to remain focused on the needs of the Indigenous community.

Video content

Currently, some RIMOs use IBP funding to produce video content. However, in light of the Government's decision to establish the ITV service, principal funding for video production is likely to be provided through the ITV project.

The Government's preferred option for the ITV is delivery via satellite of a branded and dedicated Indigenous television service that targets Indigenous audiences across Australia while also appealing to non-Indigenous people.

It is anticipated that ITV would be funded to commission or produce additional Indigenous content. Possibilities include funding a daily news service or a weekly current affairs program, as well as additional resources for content relevant to urban, regional and remote Indigenous communities.

As the ITV project will strengthen the production capacity of the existing Indigenous media sector, it is likely that the RIMOs will be important content providers for the ITV service. It is anticipated that the new service, building on the existing ICTV service, would continue to carry substantial programming intended for remote area audiences and made in remote communities.

Imparja Television

Imparja Television is an Indigenous commercial television service in the eastern and central commercial television licence area. ATSIC provided \$2 million per annum to Imparja to support its operation, making this the largest funding allocation under the IBP.

Originally, funding to Imparja covered its general operations. In 2005–06, some funding has been directed to Indigenous content production but the bulk of the funding to Imparja is for satellite uplink costs for radio and television services. This enables the networking of Indigenous radio content across the country and also allows for the uplink of the ICTV service transmitted by Imparja, with content provided by the RIMOs.

In practice, Imparja provides a mainstream commercial TV service, utilising a mixture of Channel 9 and Channel 10 programming. Indigenous content consists of the Imparja-produced children's program, *Yamba Playtime*, some local news content and documentaries produced by CAAMA.

Once the ITV service is established, Imparja is expected, at the least, to be a major transmission provider for the service. Imparja could also benefit directly or indirectly from the ITV service as a program producer or facilities provider.

The Australian Government does not provide direct operational support to other commercial television broadcasters, though it does provide assistance to regional broadcasters to convert to digital operation under the Regional Equalisation Programme.

B—KEY ISSUES FOR COMMENT

B.1 Proposed new funding model for broadcasting services

Currently, there appear to be wide disparities in the amount of funding provided to established services in capital cities and main regional towns (see Table 1, p. 19). In 2005–06, funding to radio stations that received higher levels of funding was slightly reduced and it is anticipated that a gradual reduction in funding to them will occur over time to provide funds for new services commencing in other markets.

It should be noted that, if a reduction of funding to capital city and major regional services takes place, this would occur progressively.

Over the past few years, IBP funding has supported new Indigenous stations in Sydney (serving a population of over 4.1 per cent of all Indigenous Australians) and in Melbourne (serving a population of over 3.4 per cent of all Indigenous Australians). In 2005–06 three new radio services were funded—in Mackay (Queensland) and Geraldton and Kalgoorlie (both in WA).

B.1.1 Equitable funding model—expenses for radio services

Background

Additional IBP funding, beyond indexation increases, is not expected in the foreseeable future. However, it is desirable that DCITA continues to provide a reasonable level of funding to previously high performing, successful applicants. It is expected, also, that any additional funding for new services must come from within current total program funding.

DCITA recognises that Indigenous broadcasting organisations work under different circumstances, in different markets and in remote locations where extra costs can be incurred. However, it can be argued that organisations offering similar services to similarly-sized Indigenous populations should receive like funding.

Table 1: 2005–06 funding on a per capita cost basis

Wide coverage service—central and eastern licence area			
Indigenous Population	Location	Current per capita cost \$	Service funding
50 523	Alice Springs	22	\$1.1 million
Indigenous populations over 10,000—metro services			
Indigenous Population	Location	Current per capita cost \$	Service funding
31 174	Sydney	12	\$387 088
25 248	Brisbane	20	\$506 458
17 242	Perth	26	\$453 000
10 754	Melbourne	33	\$357 088
Indigenous populations over 3000—large regional			
Indigenous Population	Location	Current per capita cost \$	Service funding
10 579	Cairns	28	\$305 000
8790	Darwin	13	\$114 800
7246	Townsville	70	\$510 000
3467	Rockhampton	56	\$198 000
3288	Bourke	82	\$270 000
3106	Mt Isa	99	\$307 280
Indigenous populations less than 3000—small regional			
Indigenous Population	Location	Current per capita cost \$	Service funding
2669	Mackay	47	\$125 164
2654	Broome	135	\$359 632
2600	PY Lands	101	\$262 341
2446	Geraldton	36	\$90 000*
2047	Port Augusta	128	\$262 650
1879	Kalgoorlie	58	\$110 000*
<i>* funded for first time in 2005/06</i>			
Indigenous populations less than 1600—small remote or regional service			
Indigenous Population	Location	Current per capita cost \$	Service funding
1544	Cherbourg	73	\$113 340
1505	Taree	37	\$56 000
1486	Derby	136	\$203 507
1207	Fitzroy Crossing	210	\$254 030
1165	Halls Creek	154	\$180 037
382	Charleville	743	\$283 823
IBP total radio stations			\$6.95 million

Historically, different emphases and priorities in relation to broadcasting, on the part of Indigenous councils and communities within regions, have led to large differences in funding levels for similar organisations within the IBP. For instance, funding levels for the two new capital city services have been low in comparison with some established services in regional areas.

The broad objective of the IBP is to increase the availability of Indigenous-specific broadcasts to Indigenous audiences. To achieve this objective, a new approach to funding existing Indigenous broadcasters is necessary.

The adoption of a new funding model would:

- address historical funding disparities;
- establish a more equitable distribution of funding across capital cities and regional and remote areas;
- make funds available for new entrants to the Indigenous broadcasting market; and
- give more transparency to the funding process.

A proposed model for discussion is set out below.

B.1.2 Proposed funding model

B.1.2 Operational funding based on services within population bands

Under this model, it is proposed that services of a similar kind operating within defined population band sizes would be grouped together. Over time, the IBP would seek to reach a common operational funding level in each group. This may involve increases for services presently funded at a lower level within their population band size and decreases for services currently funded at a higher level. Table 1 (p. 19) illustrates the current disparities in funding.

The population band size model would allow equalisation of funding to Indigenous broadcasting stations within bands. However, care would be taken to continue meeting the fundamental aim of the IBP which is to support broadcasting services in remote areas.

This model:

- supports decisions on funding distribution that are based on reliable population data (see Attachment D);
- rationalises current differences in per capita costs on a national basis;
- provides like funding for organisations within similar-sized population bands; and
- underpins the first governing principle proposed in Section B.4 of this paper that ‘funds are to be allocated fairly, having regard to a national focus’.

However, care should be taken to:

- continue to support services meeting fundamental needs in remote areas; and
- consider factors related to the additional cost of remote locations.

B.1.2.1 Does the proposed funding model provide for a more equitable distribution of funds?

Multi-year funding

Currently, operational funding under the IBP is provided annually, with no commitment to future funding. Regulation 10 of the *Financial Management and Accountability Regulations 1997* constrains the IBP’s ability to provide funding over a longer period. Governments prefer to avoid multi-year funding agreements as they create ‘budgetary lock-in’, which makes it difficult to respond to changing Government priorities.

B.1.2.2 Are there any strong arguments to justify funding for broadcasting under the IBP on a multi-year basis?

Capital equipment fund

Historically, the IBP has provided both operational and capital funding for broadcasting projects. In a new model, capital funding could be allocated on a competitive basis and not all requests for capital funding would be addressed in any one year.

B.1.2.3 Comment is requested on the proposal for a capital equipment fund.

Competitive funding pool

In previous years, activities such as video and radio archiving, digitisation and music production have been funded through the IBP sporadically or where funds have been available. Other funded activities have included recording festivals and peoples' stories, customs and traditions. These activities are connected to, but may not be essential to, ongoing broadcasting operations.

DCITA acknowledges the need to consider how these activities may or may not be funded in the future. Competition means that funding for such activities could be drawn from a finite pool within the IBP's yearly allocation. Submissions for such activities could be judged on their merits and could be provided on a one-off basis.

B.1.2.4 Should activities such as training and recording festivals, stories, customs and traditions receive funding from a competitive funding pool set up under the IBP?

B.1.2.5 If so, what activities should be eligible for funding from the pool?

B.2 Remote Indigenous Media Organisations (RIMOs)

B.2.1 Proposed operating model for RIMOs

Currently, there is no single operational model for a RIMO. Existing services undertake a range of activities, including:

- support for all, or selected, RIBS in their area;
- training;
- a focus on local radio content production;
- an emphasis on providing a distinct radio service;
- producing content for a networked service;
- support for local video production;
- providing operational and maintenance services for retransmission facilities;

- being based in a remote area or in the nearest regional centre; and
- paying CDEP top-up wages.

This paper proposes that, in order to ensure that RIBS operate effectively, a new, common model should be established for the operation of all RIMOs that could include:

- channelling all RIBS funding through RIMOs;
- remote monitoring of the operation of RIBS units;
- employment of a technician;
- employment of a radio trainer;
- annual operational and maintenance visits to RIBS units in their area (RIMOs would be responsible for maintaining RIBS' retransmission facilities as a condition of funding);
- provision of training in broadcast and technical skills to RIBS;
- payment to RIBS for production of local content;
- payment of RIBS' electricity costs on receipt of suitable invoices from community councils;
- payment of CDEP top-up wages;
- operating a radio service, where applicable;
- distribution of radio content;
- coordinating the broadcasting and promotion of local festivals and community events, on a national and regional level; and
- acting as a marketing co-ordinator for advertising, including paid Government service messages.

B.2.1.1 Will the proposed model for RIMOs enable RIBS to operate more effectively?

B.2.2 Proposed funding model for RIMOs

Table 2: Proposed budget for a RIMO serving up to 20 RIBS

Manager (RIBS co-ordinator)	\$55 000
Technician	\$45 000
RIBS trainer/admin	\$45 000
Car lease	\$12 000
Fuel	\$17 000
Super/leave loading	\$17 000
Services	\$35 000
Supplies	\$10 000
Travel	\$14 000
Technical supplies	\$0*
Total	\$250 000

Using Table 2 above as a base figure for RIMO operations, a sliding scale could be applied to allocate funding in relation to the number of RIBS serviced by a RIMO as follows:

\$175 000	\$250 000	\$300 000	\$325 000
Under 10 RIBS	10–20 RIBS	21–25 RIBS	26–30 RIBS

For this purpose, RIBS will be taken into account where they are serving a community of more than 100 people.

Table 3 below provides funding scenarios for current RIMOs:

Table 3

RIMO	No of RIBS	05–06 funding includes capital	Proposed cap
PAKAM	25	\$231 128 (includes satellite radio)	\$300 000
TEABBA	29	\$629 179 (includes satellite delivered radio content)	\$325 000
Warlpiri	12	\$320 000	\$250 000
CAAMA	4	\$160 000	\$175 000
Far North Qld	16	\$250 000	\$250 000
Ng Media	14	\$303 100	\$250 000
PY Media	10	\$220 000 (does not include funding for a broadcasting elder under COAG trial)	\$250 000
Totals		\$1 974 625	\$1 800 000

B.2.3 RIBS and the proposed RIMO model

Funding

Currently, the funding for RIBS is provided either indirectly through RIMOs or directly to community councils. Funds are applied to support the operation and maintenance of the services and retransmission equipment and, in some instances, for IBP top-up to CDEP wages for RIBS operators.

Thirty four very small direct grants are currently made to RIBS services, excluding 10 Queensland RIBS for which funding allocations were determined in December 2005. (Attachment E provides information on RIBS directly supported through the IBP.) These organisations are extremely difficult to monitor for effectiveness, operational status and local content production. In addition, these grants are generally small and grant amounts are regularly underspent. It is also difficult, and can be expensive, for the organisations to acquit the funds.

The model outlined in this paper, in which support to RIBS is directed through the RIMOs, could eliminate the difficulties outlined above.

Well maintained radio or television transmitters are critical to RIBS in remote communities. An alternative model could involve communities, rather than the IBP, supporting these transmitters through payment of transmitter maintenance costs. This would reflect mainstream arrangements for self-help retransmission services that are funded by community groups or local government and enable IBP funds to be used for other Indigenous broadcasting activities.

Equipment requirements will be addressed over a four year period from June 2006 by the refurbishment project announced in the *Backing Indigenous Ability* programs.

B.2.3.1 Would indirect funding of RIBS through RIMOs be a better way of supporting RIBS?

B.2.3.2 Should the operation and maintenance of radio/television transmitters in communities be supported by local communities themselves, rather than funded from the IBP?

Local content

Currently, many RIBS operate as retransmission services only (i.e. they retransmit radio/television signals sourced from the satellite). However, some RIBS produce local content for direct broadcast into their communities. A smaller number of RIBS produce content that is networked via their RIMO throughout their geographical region.

It is anticipated that not all RIBS will want to produce local content. Many will remain satisfied to retransmit networked services provided by organisations such as CAAMA, TEABBA and NIRS.

However, some communities are keen to maintain, introduce, or reintroduce, local content production as a means of preserving local language, providing local issues of interest to the community and as a training ground for potential media workers.

To meet this aspiration, it is proposed that local content production could be funded in a number of communities with Aboriginal and/or Torres Strait Islander populations of 100 and above (of which there are 115). Depending upon IBP funding, up to 50 RIBS could be accommodated in any one year. This proposal is discussed further at C.1.2.

B.2.3.3 Should a specific allocation of funds be made available within the IBP for local content production in RIBS?

B.3 Community Broadcasting Foundation (CBF) and the IBP

In 2005–06, the Australian Government provided the CBF with \$655 254 of its core funding for Indigenous broadcasting. Grants are provided in three categories:

- program grants for weekly programs based on a set rate per hour produced and broadcast;
- development grants to establish initial radio production and broadcasting facilities or to undertake minor radio related recapitalisation and capital development projects; and
- special project grants for the production of individual, rather than continuing, radio programs.

In the past, satellite uplink costs have been available to IBP funded organisations under this funding. In addition, the IBP (under ATSIIC/ATSIS and now DCITA) has provided an annual allocation of \$105 000 to the CBF to support Indigenous radio producers to produce and present programs on mainstream stations. Indigenous community radio stations can apply for assistance under the new \$1.5 million per annum Transmission Support Grant and the Training Fund announced in the 2004 election.

DCITA works with the CBF to ensure that, as far as is practicable, there is no overlap between the IBP and CBF funding programs and that funded services are not 'double-dipping'.

The CBF and DCITA have agreed that the following proposed changes be included in this paper and circulated for comment:

- to refocus the purpose of the CBF's core Indigenous funding to support only Indigenous programming that is broadcast on non-Indigenous community radio stations;
- content providers, but not IBP funded radio services, will be eligible for CBF Indigenous Equipment Grants;
- the operational costs of NIRS should more appropriately be considered for funding under the IBP rather than via the CBF;
- access to Transmission Support Grants should not be available to IBP funded radio stations, as their transmission costs are allowable items under the IBP;
- IBP funded organisations may apply for support under the training fund, which is administered by the CBF; and
- the Australian Indigenous Communications Association (AICA) should no longer be eligible for CBF support for its Annual General Meeting, as the IBP should fund this activity.

Where an Indigenous station exists in a particular area it is expected that Indigenous program makers will seek to broadcast through that service. However, the CBF currently wishes to retain its flexibility to fund Indigenous program makers to make programs for non-Indigenous stations in a market where there is an Indigenous station.

In the past, both the IBP and the CBF have funded narrowcasters. The IBP will consider funding for narrowcasters in the circumstances set out on

pages 15–16 of this paper. The CBF cannot fund narrowcasters as they are not community broadcasters as defined by the *Broadcasting Services Act 1992*.

B.3.1 Will the proposed changes to the funding arrangements between the IBP and the CBF assist in clarifying roles and eliminating overlap and the possibility of double-dipping of funds?

B.4 Proposed governing principles for the administration of the IBP

The following are proposed governing principles to guide the administration of the IBP.

a. Funds are to be allocated fairly, having regard to a national focus.

Where organisations are engaged in the same activities, there should be transparent reasons, based on overall national needs, for providing different funding levels to organisations.

b. The program should fund only organisations that are run on sound financial principles with appropriate governance practices in place.

The program should promote responsible financial practices and good governance in funded organisations. Where an organisation is not run on sound financial principles and lacks appropriate governance practices, it should not receiving funding.

c. The program should promote the provision of broadcasting services that meet the needs of all Indigenous people in the transmission area.

Some Indigenous broadcasters cover a wide area that includes a number of different Indigenous groups or spoken languages. In these circumstances, the broadcaster should take active steps to provide air-time to all the groups and language units so that the service helps meet the needs of all Indigenous people in the transmission area.

d. The program should support basic broadcasting activities.

Organisations should be funded at a minimum level to assist the operation of basic broadcasting activity. Any additional non-broadcasting activities that the organisation engages in should be funded from sources other than

the IBP. Where an organisation engages in multiple activities, IBP funding for overheads should be limited to the proportion of the organisation's activities that are specifically broadcasting activities.

e. Funded projects should not expect that all requests for funding be met.

Funding is determined having regard to available resources and must take account of the desirability of providing ongoing assistance to appropriately managed existing recipient organisations and the relative merits of new funding proposals.

f. Where changes to the program result in significantly reduced funding to an organisation, transitional arrangements should be made.

If there is to be significantly reduced funding to an organisation as a result of this review, the reductions should take place over several years to reduce the financial impact on the organisation.

g. New services should be supported on a needs basis where funds are available.

Uncommitted funds should be directed to areas of greatest need. For this purpose, greatest need would be judged taking into account three criteria.

1. Locations with larger Indigenous populations without access to an Indigenous radio service.
2. Locations with smaller populations without access to mainstream radio services (and, accordingly, limited access to news, information and emergency warnings).
3. Locations where a local radio service stands high among local needs and priorities as expressed in SRAs or Regional Partnership Agreements (RPAs).

Wherever possible, DCITA will seek to develop funding initiatives for new services through a new or existing SRA or RPA with the relevant community.

B.4.1 Are these appropriate principles for administering the program?

C ADDITIONAL ISSUES FOR COMMENT

C.1 Staffing Indigenous broadcasting services

C.1.1 Employment of Indigenous staff

One of the objectives of the whole-of-government approach to Indigenous matters is improving long term employment outcomes for Indigenous people.

In some Indigenous radio services and remote media organisations, there are a number of full-time or part-time Indigenous workers. At 3 February 2006, there were a total of 243 Indigenous employees in organisations funded under the IBP. Of these, 98 were full-time Indigenous employees, 67 part-time and 78 were trainees. However, for some jobs (such as specialised technicians) there are few Indigenous people with the necessary qualifications.

Appropriate training and careful succession planning could improve this situation further. It could be possible to set three-year and five-year targets for increased employment of Indigenous staff within Indigenous broadcasting.

Setting targets for Indigenous employment, and annual reporting on the progress in meeting those targets, could be made conditions of funding.

C.1.1.1 How could the IBP encourage more Indigenous employment?

C.1.1.2 Should the IBP set targets for Indigenous employment within funded organisations?

C.1.2 RIBS and employment in the IBP

The viability of an IBP funded employment stream in a RIBS operation has been considered. Consultations with the sector indicate that most operators are receiving CDEP income and that some receive top-up from the IBP. However, these are not regarded as full time positions and operators would still need to rely on CDEP income.

In the revised model, the IBP could be structured to fund RIBS at qualifying sites through the RIMOs, for a part-time operator's position.

C.1.2.1 Should the IBP provide for two hours paid work per day for operators at qualifying RIBS sites?

C.1.2.2 How should arrangements for paid work be monitored?

Community Development Employment Projects (CDEP)

In February 2005, the Minister for Employment and Workplace Relations released *Building on Success: CDEP—Discussion Paper 2005*, which commenced a process of community consultations to reinvigorate the CDEP program by building on its success over the past 28 years.

On 22 April 2005, the Minister released *Building on Success: CDEP—Future Directions*, which outlined feedback received and the Australian Government's responses.

Key elements of the program's future directions include:

- building on the flexibility of CDEP, with an emphasis on a unique mix of employment, community activities and business development;
- a stronger emphasis on performance and results, and meeting the needs of communities;
- a new funding model that sets a fair management fee, puts more emphasis into activities and works to achieve an effective rate of utilisation of allocated CDEP places;
- building a stronger partnership between the Department of Employment and Workplace Relations (DEWR) and CDEP organisations and other service providers to improve results; and
- achieving better outcomes for CDEP participants, particularly young people, with a requirement for 15 to 17 year-old participants to complete accredited training to improve their employability.

Some of the submissions received in response to that discussion paper expressed some concerns that changes to CDEP could mean a loss of community services in remote communities. As the IBP is supported, mainly in remote areas, by participants on CDEP wages with some top-up from IBP this is an important issue. However, the final CDEP report clearly

states that there will not be a loss of services to communities. Rather, DEWR would work with Australian Government agencies whose programs (like IBP) are supported by CDEP to ensure that—in the longer term—these services are funded and delivered effectively.

The report also links continued receipt of CDEP funding to activities that support any SRAs that may be in place. IBP activities will need to be included in any SRAs to ensure continued access to CDEP participants (see discussion in the CDEP report).

In March 2006, the Minister for Employment and Workplace Relations, Kevin Andrews MP, announced changes to the CDEP program to take effect on 1 July 2006. The changes will further improve employment opportunities and incentives for Indigenous Australians and build on the reforms outlined in the *Building on Success CDEP—Future Directions* report released in April 2005.

C.1.2.3 How significant is the continuation of CDEP to the smooth functioning of Indigenous broadcasting, particularly in remote areas?

C.1.2.4 Have any IBP funded organisations completed, or are they currently negotiating, an SRA with DEWR that includes broadcasting?

C.1.3 Training

An issue raised often is the need for broadcasting training based in communities. For four years from 2004–05, the CBF is administering funding from the National Training Program to establish a national training scheme that will enable the sector to plan and deliver accredited management skills and accredited radio broadcasting skills training to community broadcasters. The bulk of the training places in the scheme will be directed to community radio stations in regional, rural and remote areas. Funding will also be directed to the special training needs of radio for the print handicapped and Indigenous and ethnic broadcasting.

The IBP provides training places at Batchelor Institute in the Northern Territory for students in remote and regional areas. Given the number of Indigenous services in these areas and the limits of the scheme, it may be more cost-effective to distribute the IBP training money through the CBF.

An alternative response is to employ an accredited trainer in each of the RIMOs to provide community-based broadcasting training. This training should, of course, result in an accredited qualification.

C.1.3.1 What is the best way of meeting the training needs of Indigenous broadcasting services?

C.1.4 Traineeships

In order to improve employment outcomes in IBP funded services it may be necessary to provide additional support in the form of traineeships. This may occur, perhaps, in conjunction with DEWR or state training agencies, to enable skills development for Indigenous staff.

The CBF's Training Fund will also provide for accredited station management modules that could be targeted to Indigenous workers in radio stations.

C.1.4.1 Comments are sought on opportunities for traineeships.

C.2 Other initiatives

C.2.1 Peak bodies

DCITA funds two peak bodies through the IBP to represent the interests of Indigenous broadcasters. The main peak body is the Australian Indigenous Communication Association (AICA), which aims to represent all elements of Indigenous media through advocacy and the formulation of policy on behalf of the Indigenous broadcasting sector. It was previously based in Sydney, but relocated to Canberra during 2005.

The Indigenous Remote Communications Association (IRCA) represents RIMOs and RIBS. In particular, it works with remote and very remote Indigenous communities to address their communication needs. IRCA is currently based in Perth, but is required, in the 2005–06 financial year, to relocate to an area where its membership has a stronger presence.

In 2005–06, DCITA is seeking a strengthened focus on membership by both organisations to underpin IBP funded broadcasting services with appropriate advice on governance, financial management, broadcasting standards, intellectual property and training.

C.2.1.1 How can IBP funding be most effectively used through AICA and IRCA to best serve the interests of members under the proposed new funding model?

C.2.2 National Indigenous Radio Service (NIRS)

NIRS receives funding for operational costs from both the IBP and the CBF. NIRS acts as a conduit for the dissemination of programming that originates from many Indigenous stations. NIRS provides live coverage of many Indigenous festivals and is active in promoting Indigenous culture, language and traditions.

The IBP currently funds the National Indigenous News Service (NINS), which is broadcast from the NIRS studio in Brisbane. It provides an hourly national news service, with an Indigenous perspective, from 6.00am to 9.00pm that is widely rebroadcast by Indigenous community stations across the nation.

C.2.2.1 Is NIRS adequately representative of the Indigenous communities that it serves?

C.2.2.2 Should NIRS provide a wider range of content than it currently does under the proposed new arrangements? If so, what additional content should be provided?

C.2.3 Shared Responsibility Agreements (SRAs)

There are currently no SRAs that relate to Indigenous broadcasting. However, DCITA is committed to working with communities to develop SRAs in the future.

Funding recipients will be required to highlight outcomes that can be achieved through the IBP to improve family, health or social benefits in

their communities. SRAs focus on whole of community and not on discrete organisations within a community.

C.2.3.1 What benefits and outcomes do you see emerging from SRAs for IBP funded organisations?

C.2.4 Digital services

Following digital radio trials in Sydney and Melbourne, the Minister for Communications, Information Technology and the Arts, Senator Helen Coonan, announced in October 2005 the details of a framework agreed by Cabinet to guide the further development of digital radio in Australia.

The Australian Government's decision provides that:

- digital radio will supplement existing analogue radio services for a considerable period and may never be a complete replacement; and
- planning for the introduction of digital radio will initially focus on state capitals.

For more information, see the attached media release of 14 October 2005 (Attachment G) from the Minister.

The Australian Government is yet to make a decision on access to digital spectrum for Community Television. However, the Government's 2004 election policy statement, *21st Century Broadcasting*, stated that 'the Coalition remains committed to the inclusion of community broadcasters in the digital environment'.

Digital conversion

An Australian Government issues paper reviewing the duration of the analogue/digital television simulcast period, released in September 2005, has raised the issue of digital conversion of community television and self-help retransmission services. The digital conversion schemes that currently operate relate to the conversion of services provided by commercial television broadcasting licensees and national broadcasters that aim for broad appeal. Submissions to this review closed on 8 November 2005.

The issues paper considered the small number of analogue narrowcast television services in Australia and that consideration will need to be given

as to whether and how these services might operate in a digital environment. Digital conversion provides an opportunity to reconsider the role of narrowcasters in television broadcasting and whether the public interest is served by according the present analogue narrowcasters priority access to digital spectrum.

The paper also noted that many communities in Australia obtain their television services from ‘self-help’ facilities that they, or their local governments, have installed (sometimes with assistance under the Australian Government’s Television Black Spots Program). Before the end of the simulcast period (now proposed for the period 2010–2012 for metropolitan and regional areas, and still being considered for remote areas), it will be necessary to consider how the conversion of self-help communities could be managed. Issues that will require examination are:

- the extent and nature of self-help facilities;
- options for conversion—simulcast or direct conversion;
- options for funding—self-funded, government-funded or a combination; and
- the timing of conversion.

LIST OF QUESTIONS

B.1.2.1 Does the proposed funding model provide for a more equitable distribution of funds?

B.1.2.2 Are there any strong arguments to justify funding for broadcasting under the IBP on a multi-year basis?

B.1.2.3 Comment is requested on the proposal for a capital equipment fund.

B.1.2.4 Should activities such as training and recording festivals, stories, customs and traditions receive funding from a competitive funding pool set up under the IBP?

B.1.2.5 If so, what activities should be eligible for funding from the pool?

B.2.1.1 Will the proposed model for RIMOs enable RIBS to operate more effectively?

B.2.3.1 Would indirect funding of RIBS through RIMOs be a better way of supporting RIBS?

B.2.3.2 Should the operation and maintenance of radio/television transmitters in communities be supported by the local communities themselves, rather than funded from the IBP?

B.2.3.3 Should a specific allocation of funds be made available within the IBP for local content production in RIBS?

B.3.1 Will the proposed changes to the funding arrangements between the IBP and the CBF assist in clarifying roles and eliminating overlap and the possibility of double-dipping of funds?

B.4.1 Are these appropriate principles for administering the program?

C.1.1.1 How could the IBP encourage more Indigenous employment?

C.1.1.2 Should the IBP set targets for Indigenous employment within funded organisations?

C.1.2.1 Should the IBP provide for two hours paid work per day for operators at qualifying RIBS sites?

C.1.2.2 How should arrangements for paid work be monitored?

C.1.2.3 How significant is CDEP to the smooth function of Indigenous broadcasting, particularly in remote areas?

C.1.2.4 Have any IBP funded organisations completed, or are they currently negotiating, an SRA with DEWR that includes broadcasting?

C.1.3.1 What is the best way of meeting the training needs of Indigenous broadcasting services?

C.1.4.1 Comments are sought on opportunities for traineeships.

C.2.1.1 How can IBP funding be most effectively used through AICA and IRCA to best serve the interests of members under the proposed new funding model?

C.2.2.1 Is NIRS adequately representative of the Indigenous communities that it serves?

C.2.2.2 Should NIRS provide a wider range of content than it currently does under the new arrangements? If so, what additional content should be provided?

C.2.3.1 What benefits and outcomes do you see emerging from SRAs for IBP funded organisations?

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Attachment A

Indigenous Broadcasting Program

In 1987, after the release of the *Out Of the Silent Land* report⁵ and the launch of Australia's first domestic satellite, the Broadcasting for Remote Aboriginal Communities Scheme (BRACS) was developed by the then Department of Aboriginal Affairs. This enabled the establishment of small scale and community-based broadcasting operations that could retransmit mainstream radio and television services. Significantly, they could also 'switch over' to broadcast locally produced content.

ATSIC, established in 1990, provided government funding allocations for Indigenous broadcasting and communications. ATSIC and ATSIIS were the principal agencies funding Indigenous broadcasting until 2004.

A wide range of Indigenous organisations have developed that give Indigenous Australians access to broadcasting services similar to those available to Australian citizens generally. The IBP currently funds six RIMOs, more than 100 RIBS—including services originally licensed under BRACS), capital city and regional centre radio broadcasters, remote commercial television services, broadcasting content providers and peak representative bodies.

The level of funding for Indigenous broadcasting has remained relatively unchanged since the late 1990s. While the CDEP has supported broadcasting activities, especially in remote communities, DCITA has also, over this period, provided funds for Indigenous broadcasting to the CBF. This funding supports program grants, development grants and special projects grants.

On 1 July 2004, DCITA assumed responsibility for what is now referred to as the Indigenous Broadcasting Program (IBP) as part of changes to the administration of Indigenous affairs that introduced a whole-of-government approach to the delivery of services to Indigenous Australians (see Attachment B).

⁵ Report of the Task Force on Aboriginal and Islander Broadcasting and Communications, *Out of the Silent Land*, Department of Aboriginal Affairs, AGPS, Canberra, August 1984.

Prior to the transfer of administration of the IBP to DCITA, the distribution of funds occurred in relation to priorities determined through each of the ATSIC Regional Council areas, in line with normal practice under the ATSIC structure. As a result, from a national perspective, there is now a wide disparity in funding received by different organisations performing similar activities in different regions.

Current funding objectives of the IBP

The broad aims of the IBP are to assist:

- the operation of Indigenous-owned and -controlled community radio broadcasting services, including RIBS;
- the development of Indigenous broadcasting services, by supporting a national body that serves and develops the sector it represents;
- the Indigenous broadcasting sector to meet all governance requirements;
- broadcast programming that focuses on the promotion of local Indigenous language(s)⁶; and
- the development of a network able to inform and educate Indigenous Australians on accessing the range of health, legal, education and housing services available to them.

In 2004–05, funding for this program totalled \$12.8 million. Demand for support under the IBP has usually outstripped the funding available. In the 2005–06 funding round, the IBP received funding requests for projects valued at \$27.2 million compared to a total allocation of \$13.3 million. A three year IBP funding profile is provided in Table 4 and Charts 1 and 2 below. This discussion paper assumes that the likely level of funding for the IBP will remain unchanged in the foreseeable future.

Effectiveness reviews

Commencing in 2006–07, DCITA intends to introduce a program of reviews to assess the effectiveness of the funding and the financial management, governance structures and efficiency of organisations receiving substantial funding under the IBP. The reviews will be undertaken by suitably qualified consultants.

⁶ See Attachment D.

Table 4: Three year snapshot of IBP funding

	2003–04		2004–05		2005–06	
	Operational	Capital	Operational	Capital	Operational	Capital
Community b/casters (regional and remote areas)	\$4 177 939	\$327 026	\$3 929 978	\$221 844	\$4 122 658	\$287 650
Community b/casters (capital cities & Alice Springs)	\$2 907 268	\$103 592	\$2 869 318	\$33 000	\$2 844 559	\$30 000
Imparja Television	\$2 000 000	\$0	\$2 000 000	\$0	\$2 000 000	\$0
Remote Indigenous Media Organisations (RIMOs)	\$1 500 309	\$261 880	\$1 791 402	\$46 511	\$2 143 457	\$81 168
Remote Indigenous Broadcasting Services (RIBS)	\$581 265	\$247 347	\$498 570	\$201 610	\$476 276	\$14 200
Content providers	\$344 600	\$130 785	\$411 011	\$112,205	\$392 100	\$115 000
Peak bodies	\$300 189	\$2713	\$376 333	\$74 454	\$333 000	\$0
Batchelor Institute (accredited broadcasting training)	\$174 643	\$0	\$151 223	\$23 420	\$174 643	\$0
Other		\$0	\$117 710*	\$0	\$267 491*	\$0
Sub totals	\$11 986 213	\$1 073 343	\$12 145 545	\$713 044	\$12 754 184	\$528 018
TOTAL	\$13 059 556		\$12 858 589		\$13 282 202	

*These figures represent one-off projects for program support.

Chart 1

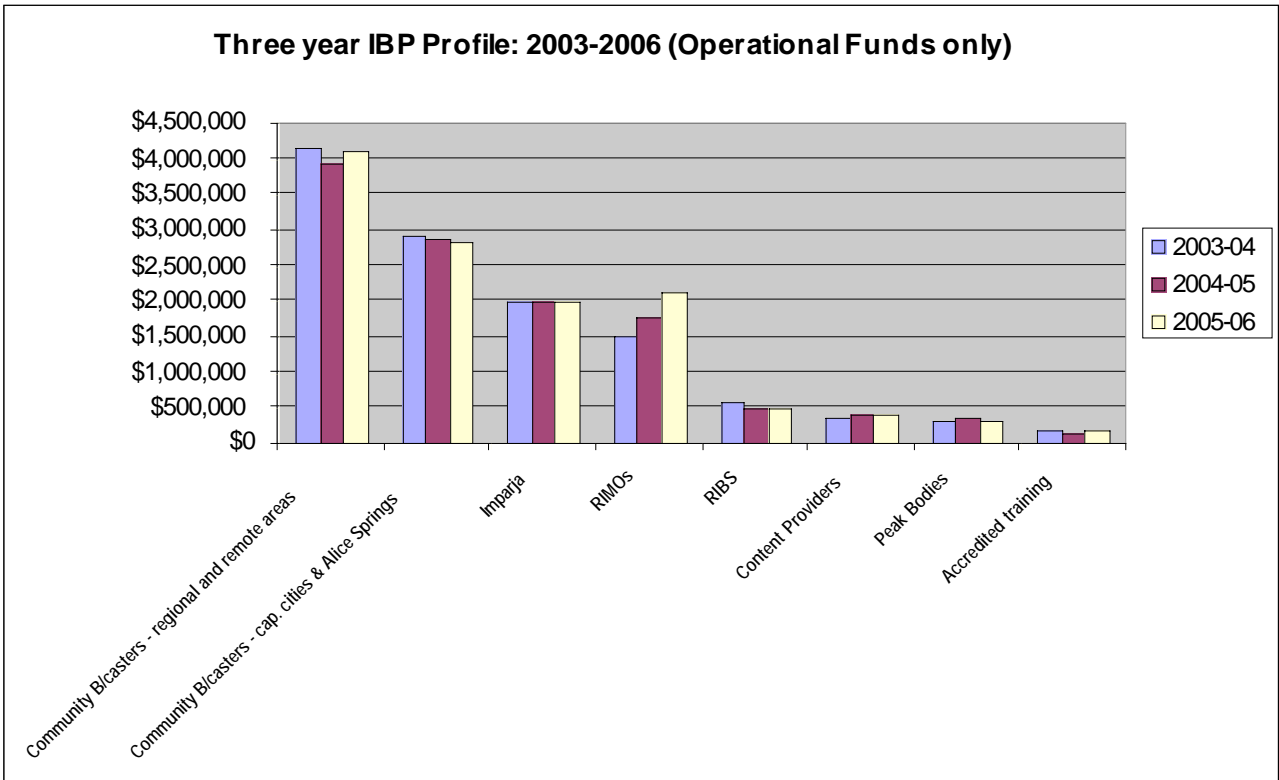
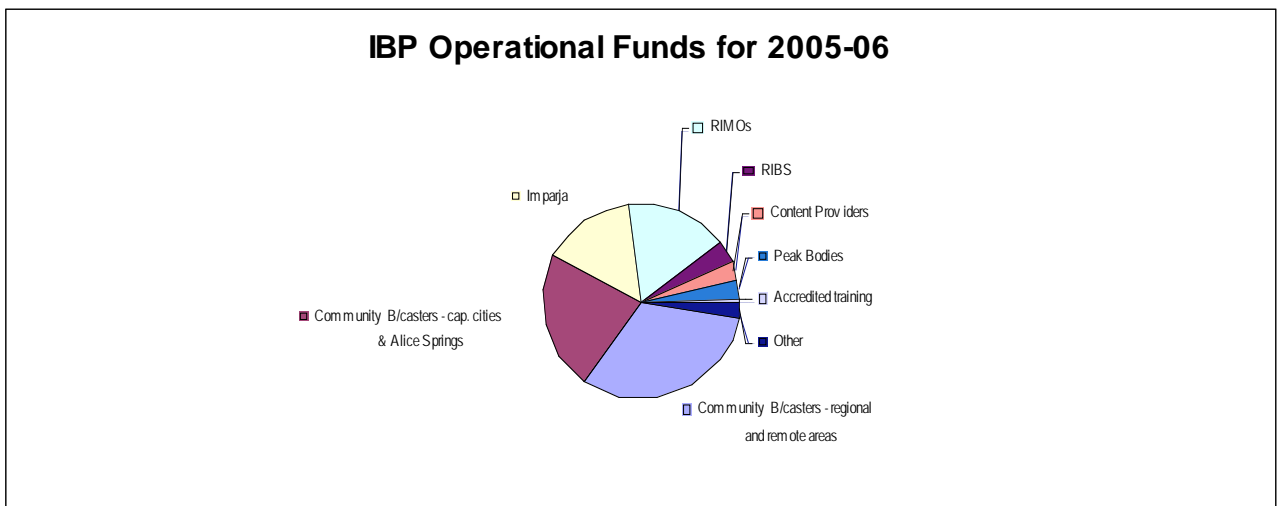


Chart 2



Attachment B

Recent whole-of-government changes to administration

The Australian Government has introduced an innovative national approach to the delivery of services to Indigenous Australians that aims to be responsive to the distinctive needs of particular communities.

The following five principles underpin the Government's new approach and the new administrative arrangements⁷.

Collaboration

All Australian Government agencies are required to coordinate their work and programs for Indigenous communities. Indigenous Coordination Centres (ICCs) are the single points of contact through which services are delivered by key departments. ICCs work directly with Indigenous communities and with local representatives of state/territory agencies.

Regional need

ICCs work with regional representative Indigenous organisations to ensure that local needs and priorities are understood. ICCs work in partnership with representatives of local Indigenous people to put in place Regional Partnership and Shared Responsibility Agreements at the community or family level.

Flexibility

The Australian Government recognises that, under whole-of-government initiatives, program guidelines will no longer be treated as rigid rules, inhibiting innovation—though flexibility will not be introduced at the expense of due process. Over time, ways will be developed to allow funds to be moved between agencies and programs, to support good local strategies and whole-of-government objectives.

Accountability

Improved accountability, performance monitoring and reporting are built into the new arrangements.

⁷ Office of Indigenous Policy Coordination website, www.oipc.gov.au/About_OIPC/new_arrangements/FivePrinciples.asp, 28 September 2005

The Office of Indigenous Policy Coordination has a strong performance monitoring and evaluation role relating to the new whole-of-government arrangements.

Departmental Secretaries are accountable to their portfolio Ministers and the Prime Minister for Indigenous-specific program delivery and cooperation with other parts of the Australian Government, state/territory governments and Indigenous communities as part of their performance assessments.

Indigenous organisations providing services are required to deliver on their obligations under reformed funding arrangements that focus on outcomes.

Leadership

Strong leadership is required to make the new arrangements work, both within government and from the networks of representative Indigenous organisations at regional and local levels.

Within the Australian Government, relevant Ministers and departmental heads must take responsibility—individually and collectively—at a national level for working with communities in a whole-of-government manner. ICC Managers are responsible at the regional level.

The representative networks that Indigenous people decide to establish, at the local and regional level, provide leadership and are accountable to local people. Where leadership capacity needs to be strengthened, the Australian Government will provide support.

Attachment C

Licensing

All community broadcasters are currently licensed under the same conditions. Community broadcasting services are defined at section 15 of the *Broadcasting Services Act 1992* as being broadcasting services that:

- are provided for community purposes;
- are not operated for profit or as part of a profit-making enterprise; and
- provide programs that are
 - able to be received by commonly available equipment and
 - are made available free to the general public.

There have been two models for licensing community services in Australia—special interest (e.g. ethnic) and general community licences (serving a variety of interests in the one geographic area).

Indigenous broadcasters are currently licensed as community broadcasters. However, this licence category is considered to be inappropriate by many as the objectives of the Indigenous and community media sectors are seen to be different.

The primary objective of the Indigenous media sector is said to provide a ‘first level’ service for Indigenous people. It is argued that many Indigenous broadcasting services provide a basic level of service for a specific audience. This is in contrast to community broadcasters that provide additional services to mainstream media (although it could be argued that ethnic and RPH community broadcasters also provide a primary service to their communities).

Consequently, Indigenous broadcasters have long argued for the introduction of a new licence category for Indigenous broadcasters with different conditions allowing advertising. It is also argued that, in recognition of the special information and communication needs of Indigenous communities, spectrum should be reserved for Indigenous broadcasters where they provide a primary level of service to a specific Indigenous audience. This position was put to the Productivity Commission in 2000 and was articulated in numerous reports on Indigenous

communications services (including the National Indigenous Broadcasting Service report commissioned by ATSIC).

There has been some criticism that aspirant Indigenous broadcasters have to compete for spectrum with other aspirant community broadcasters seeking to establish ‘additional’ rather than ‘primary’ broadcasting services for their community. In any Australian Communications and Media Authority (ACMA) licence allocation process, aspirant broadcasters compete for spectrum under criteria set out in the *Broadcasting Services Act 1992*. However, Indigenous broadcasters in the major Sydney and Melbourne markets have gained a community licence through this competitive process in the last few years. In 22 other licence areas across Australia, Indigenous broadcasters have also been successful in gaining community licences. Temporary community broadcasting licences have also been granted in three other areas and it can be expected that a licence allocation process will occur in these licence areas at an appropriate time.

In all capital cities except Hobart, Adelaide and Canberra, there is an Indigenous community broadcaster with a wide coverage service. The introduction of a new licence category for Indigenous broadcasters would not assist in the development of an Indigenous service in the cities where there is no analogue spectrum available.

Indigenous broadcasters argue that there is another difference between the services they provide and those of mainstream community broadcasters. Subscriptions and donations support other community broadcasters, who seek to extend access to the airwaves and encourage community participation in program making and station management. In contrast, Indigenous broadcasters emphasise the development and training of professional broadcasters as a way of developing an Indigenous media labour force with knowledge of Indigenous cultures and language. Indigenous broadcasters also argue that the Community Broadcasting Association of Australia’s (CBA) Code of Practice is not relevant to their broadcasting operations, as it puts too much emphasis on access and community participation.

If a new licensing category were introduced, there is no guarantee that spectrum would be available in all markets. With analogue spectrum unavailable in many areas of high Indigenous population—such as

Gosford, Newcastle, Wollongong and Adelaide—the change to a new licence category is unlikely to deliver new services.

The peak bodies representing commercial broadcasters—Commercial Radio Australia and the Australian Subscription Television and Radio Association—have not so far objected to Indigenous broadcasters where they behave in accordance with their community status. However, it is not clear that they would support a change to the status of Indigenous broadcasters if that gave rise to the ability to generate advertising revenue and so potentially compete with commercial and narrowcast services.

In addition, all community broadcasters are able to provide up to five minutes per hour of sponsorship announcements. However, many Indigenous broadcasters state that they find it difficult to fill the currently available sponsorship window.

It is not clear that a separate licence category for Indigenous broadcasters is warranted. However, consideration could be given to changes to the Broadcasting Services Act to allow Indigenous broadcasters to develop and lodge their own code of practice with ACMA.

Attachment D

Indigenous population

In the 2001 Australian Bureau of Statistics (ABS) Census of Population and Housing the Indigenous population was estimated at 458 000⁸—about 2.4 per cent of the total Australian population. More than half of all Indigenous people live in New South Wales (NSW) and Queensland. However, about 28 per cent of the Northern Territory (NT) population is Indigenous, compared to 2 per cent of the population of NSW.

According to the 2001 Census the growth rate of the Indigenous population is 2.3 per cent—nearly double that of the total Australian population growth rate of 1.2 per cent. The Indigenous population is younger, with a median age of 20 years, compared with 34 years for the total Australian population.

About a quarter of all Indigenous people live in remote or very remote areas, while fewer than 3 per cent of other Australians do so. Conversely, less than a third of Indigenous Australians live in the major cities (more than 100 000 people) compared with two thirds of the Australian population as a whole.

Indigenous language use

An estimated 12 per cent of Indigenous Australians aged over five years speak at least one Indigenous language. Allowing for the substantial number of children aged five or less in the Indigenous population, it is realistic to estimate that approximately 50 000 Indigenous Australians each speak at least one of the 35 traditional languages still transmitted between generations⁹. This number will diminish in different regions depending on variable factors driving language loss.

An Aboriginal language is the first language of the majority of members of Aboriginal communities in areas of Cape York, Arnhem Land, Groote Eylandt, the Tiwi Islands, significant areas of central and southern NT, the

⁸ Australian Bureau of Statistics, *2001 Census of Population and Housing*, Data extracted from the ABS website at www.abs.gov.au/websitedbs/d3310114.nsf/Home/Census, April 2005.

⁹ Australian Institute of Aboriginal & Torres Strait Islander Studies (AIATSIS), *National Indigenous Survey Report 2005 (NILS)*, published by the Australian Government Department of Communications, Information Technology and the Arts, Canberra, 2005, pp 1, 6, 65, 60. See www.dcitia.gov.au/indig/maintenance_indigenous_languages/publications

Kimberley region, north western and central eastern Western Australia (WA), the Goldfields region, lower south western WA and the Anangu Pitjantjatjara Yankunytjatjara lands and central northern South Australia (SA).

In addition, there are substantial regions of northern WA, northern NT and northern SA where a significant minority of Aboriginal community residents are first language speakers of an Aboriginal language.¹⁰

On the islands of the Torres Strait, a Torres Strait traditional language or Kriol is the first language of most residents. The report of the National Indigenous Language Survey (2005) acknowledges the importance of Kriol, which is spoken mainly across the top of northern Australia by an estimated 20 000 people.

Indigenous population—40 largest centres and broadcasting services transmitting to these centres

Rank	Town name	Total town population	20 km ring population from the centre	Current IBP-funded station
1	Sydney	31 174	17 105	2LND FM
2	Brisbane	25 248	13 870	4AAA 98.9 FM
3	Perth	17 242	1636	6AR FM
4	Melbourne	10 754	2857	3KND AM
5	Adelaide	10 579	7717	
6	Cairns	7807	11 148	4CIM FM
7	Townsville-Thuringowa	6394	7246	4K1G FM
8	Darwin	5957	8790	8KNB 94.5 FM
9	Newcastle	5237	5697	
10	Central Coast	4293	4266	
11	Wollongong	3778	3355	
12	Canberra-Queanbeyan (Canberra Part)	3556	4451	
13	Alice Springs	3474	4573	8KIN 100.5 FM
14	Gold Coast-Tweed Heads (Gold Coast Part)	3453	3475	
15	Hobart	3216	4778	
16	Dubbo	3204	3356	
17	Mount Isa	3048	3106	4MOB 100.9 FM
18	Rockhampton	3003	3487	4US 99.7 FM

¹⁰ Australian Institute of Aboriginal & Torres Strait Islander Studies (AIATSIS), *National Indigenous Languages Survey Report 2005 (NILS)*, published by the Department of Communications, Information Technology and the Arts, Canberra, 2005, pp 56, 57, 61, 62. See www.dcita.gov.au/indig/maintenance_indigenous_languages/publications

19	Broome	2717	2654	Radio Goolari 99.7 FM
20	Toowoomba	2625	2909	
21	Mackay	2491	2669	Mackay & District Aboriginal & Islander Media Association Rebroadcasts 4K1G FM
22	Palmerston	2229	9222	Receives 8KNB
23	Geraldton	2224	2446	MAMA 100.5 FM
24	Tamworth	2128	2379	
25	Port Augusta	2039	2047	
26	Yarrabah	1987	9734	Receives 4CIM
27	Moree	1959	1992	
28	Palm Island	1947	1949	
29	Port Hedland	1829	1913	
30	Launceston	1798	2049	
31	Kalgoorlie-Boulder	1788	1879	Tjuma Pulka 96.3 FM
32	Thursday Island	1645	2169	
33	Wagga Wagga	1629	1728	
34	Sunshine Coast	1600	1713	
35	Katherine	1568	2051	
36	Nowra-Bomaderry	1546	2093	
37	Derby	1481	1486	6DBY 97.9 FM
38	Bundaberg	1419	1701	
39	Kempsey	1416	1943	
40	Maningrida	1368	1425	

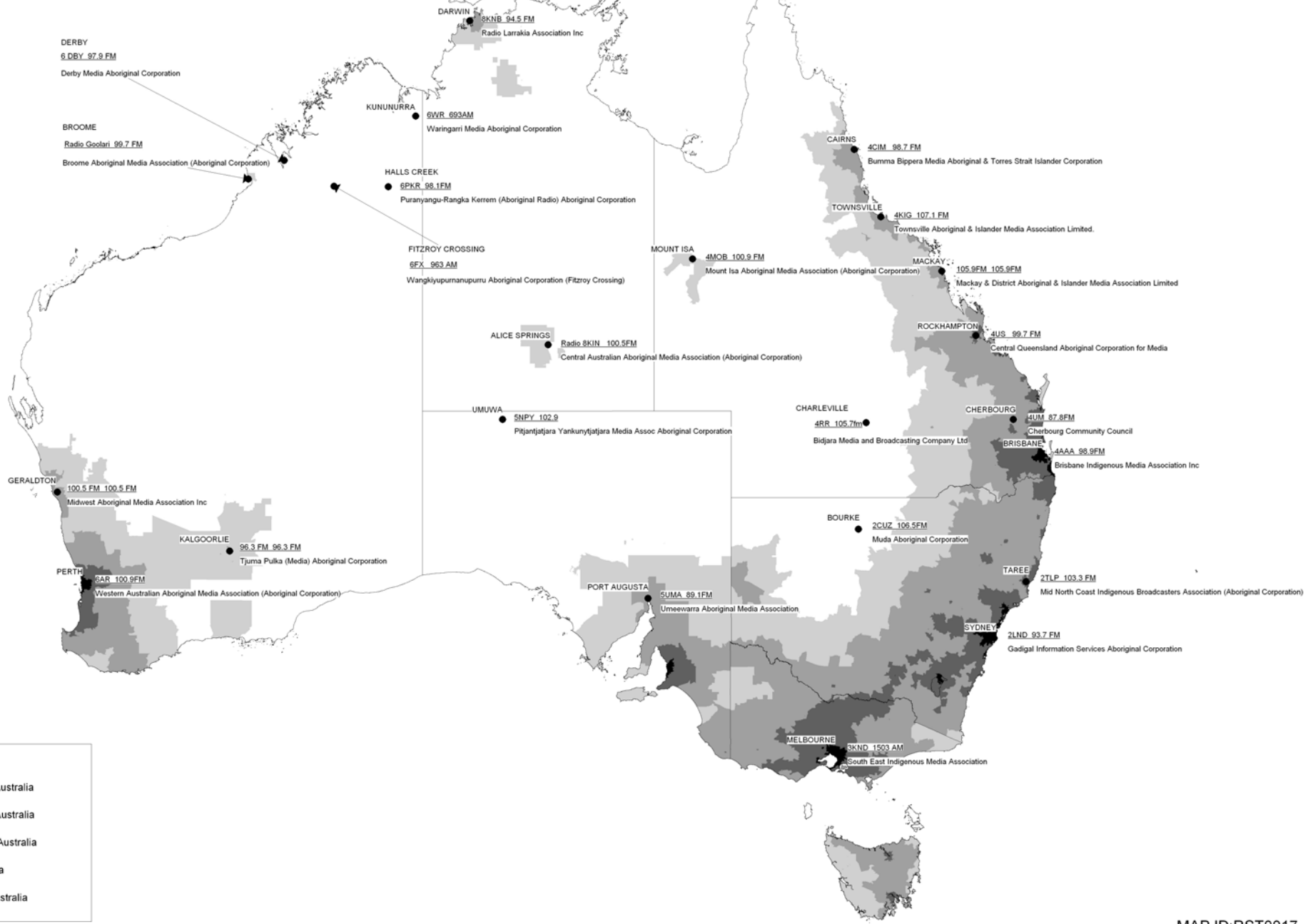
Attachment E

RIBS receiving IBP funding direct						
	2004-05			2005-06		
	Operational	Capital	Total	Operational	Capital	Total
RIBS Total	\$445 752	\$173 930	\$619 682	\$301 776	\$14 200	\$315 976
NT (40)	\$272 861	\$82 200	\$355 061	\$296 276	\$10 000	\$306 276
WA (2)	\$11 070	\$21 730	\$32 800	\$5500	\$4200	\$9700
QLD (13)	\$161 821	\$70 000	\$231 821	\$169 500	\$5000	\$174 500
Northern Territory						
Organisation name	Operational	Capital	Total	Operational	Capital	Total
Aherrenge Association Inc	\$0	\$5000	\$5000	\$2000	\$0	\$2000
Anmatjere Community Government Council	\$10 000	\$0	\$10 000	\$10 000	\$0	\$10 000
Aputula Housing Association Inc	\$3500	\$1500	\$5000	\$3500	\$0	\$3500
Artlarpilta Community Government Council	\$3250	\$1750	\$5000	\$5000	\$0	\$5000
Arramwelke Aboriginal Corporation	\$2000	\$3000	\$5000	\$5000	\$0	\$5000
Arramwelke Aboriginal Corporation (TV)	\$0	\$5000	\$5000	\$0	\$0	\$0
Ikuntji Community Council Inc.	\$5000	\$0	\$5000	\$2000	\$0	\$2000
Imanpa Community Council Inc	\$5000	\$0	\$5000	\$4000	\$0	\$4000
Kaltukatjara Community Council (Aboriginal Corporation)	\$0	\$3750	\$3750	\$5000	\$0	\$5000
Laramba Community Incorporated	\$5000	\$0	\$5000	\$0	\$0	\$0
Ltyentye Apurte Community Government Council	\$5000	\$0	\$5000	\$2000	\$0	\$2000
Mutiitjulu Community Incorporated	\$5000	\$0	\$5000	\$5000	\$0	\$5000
Ngurratjuta/Pmara Ntjarra Aboriginal Corporation	\$0	\$8000	\$8000	\$0	\$0	\$0
Ntaria Council Inc	\$6300	\$2500	\$8800	\$5000	\$0	\$5000
Tapatjatjaka Community Government Council	\$5000	\$0	\$5000	\$5000	\$0	\$5000
Wallace RockholeCommunity Government Council	\$5000	\$0	\$5000	\$0	\$0	\$0
Walungurru Community Council Aboriginal Corporation	\$5000	\$2,500	\$7500	\$0	\$0	\$0
Watiyawanu Community Government Council	\$5000	\$7,000	\$12 000	\$0	\$0	\$0
Yuelamu Community Inc	\$5000	\$0	\$5000	\$0	\$0	\$0
Kunbarllanjja Community Government Council	\$8800	\$1200	\$10 000	\$10 000	\$0	\$10 000
Naiyiu Nambiyu Community Government Council	\$9723	\$0	\$9723	\$9723	\$0	\$9723
Nganmariyanga Community Inc	\$10 000	\$0	\$10 000	\$0	\$0	\$0

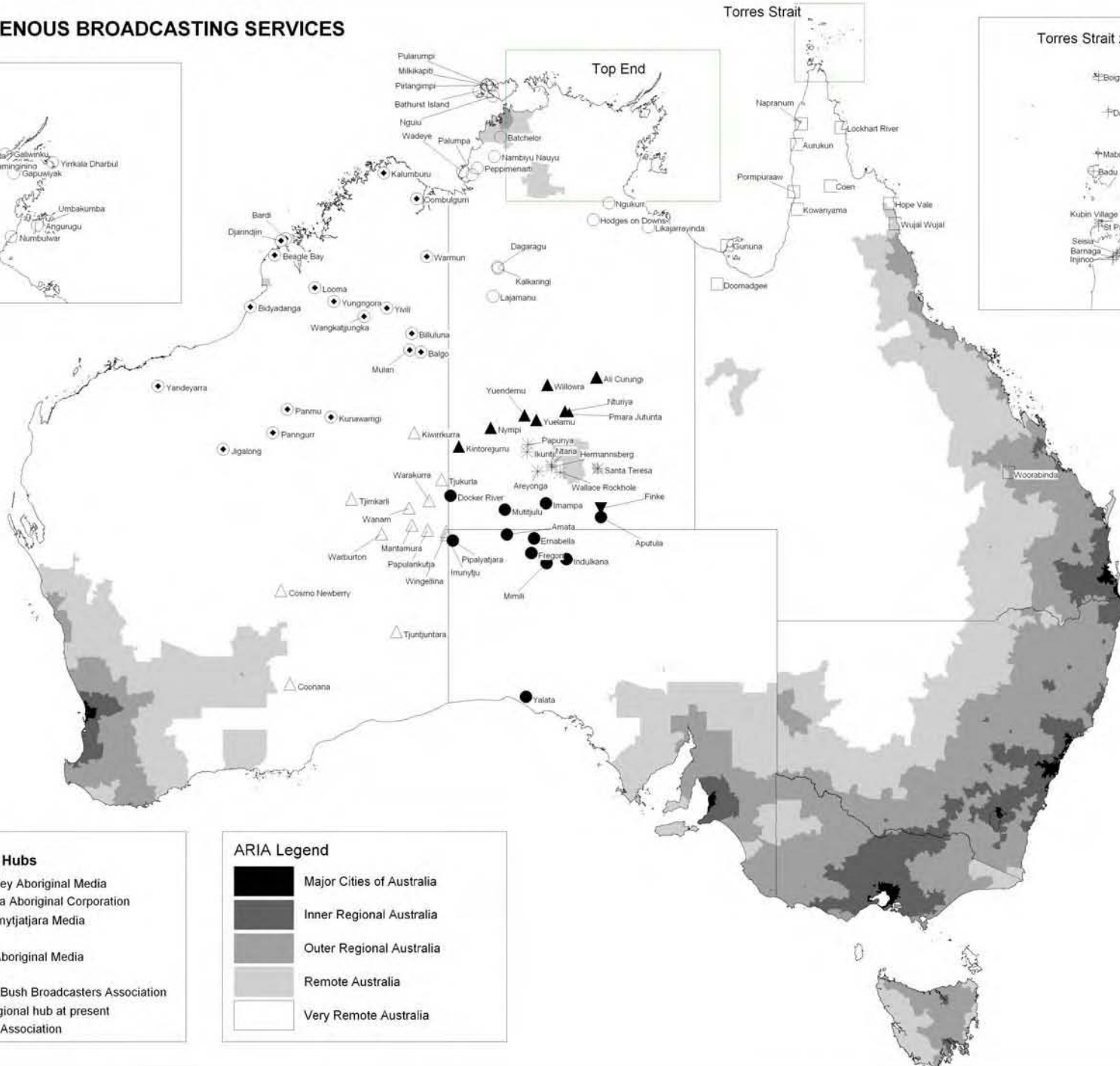
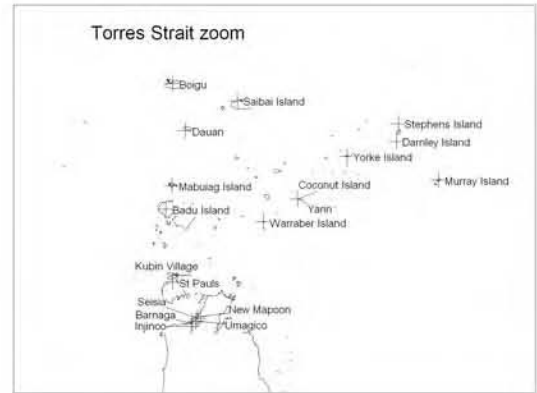
Peppimenarti Community Council Association Inc	\$7000	\$3000	\$10 000	\$7000	\$0	\$7000
Thamarrurr Regional Council	\$10 000	\$0	\$10 000	\$10 000	\$0	\$10 000
Tiwi Islands Local Government	\$33 000	\$0	\$33 000	\$33 750	\$0	\$33 750
Warruwi Community Incorporated	\$11 000	\$0	\$11 000	\$11 000	\$0	\$11 000
Alawa Aboriginal Corporation	\$2500	\$0	\$2500	\$10 000	\$0	\$10 000
Daguragu Community Government Council	\$5000	\$0	\$5000	\$5000	\$0	\$5000
Lajamanu Community Government Council	\$6000	\$0	\$6000	\$6000	\$0	\$6000
Mabunji Aboriginal Resource Association Inc	\$9775	\$0	\$9775	\$9775	\$0	\$9775
Mungoorbada Aboriginal Corporation	\$6000	\$0	\$6000	\$6000	\$0	\$6000
Ngaliwurru-Wuli Association	\$3000	\$12 000	\$15 000	\$5000	\$0	\$5000
Nyirranggulung Mardruik Ngadberre Regional Council	\$15 628	\$10 000	\$25 628	\$15 628	\$10 000	\$25 628
Walangeri Ngumpinku Community Government Council	\$6000	\$0	\$6000	\$6000	\$0	\$6000
Yugul Mangi Community Government Council	\$6000	\$0	\$6000	\$6000	\$0	\$6000
Galiwin'ku Community Incorporated	\$0	\$0	\$0	\$10 000	\$0	\$10 000
Ramingining Community Council Inc	\$26 850	\$0	\$26 850	\$26 900	\$0	\$26 900
Umbakumba Community Council	\$0	\$0	\$0	\$10 000	\$0	\$10 000
Ali Curung Council Association Inc.	\$11 750	\$0	\$11 750	\$25 000	\$0	\$25 000
Alpurrurulam Community Government Council	\$0	\$13 000	\$13 000	\$10 000	\$0	\$10 000
Gurungu Council Aboriginal Corporation	\$9785	\$3000	\$12 785	\$10 000	\$0	\$10 000
Western Australia						
Broome Aboriginal Media Association (4 RIBS in Kullarri region)	\$9070	\$11730	\$20 800	\$0	\$0	\$0
Jigalong Community Incorporated	\$2000	\$10 000	\$12 000	\$5500	\$4200	\$9700
Queensland						
Aurukun Shire Council	\$10 000	\$0	\$10 000	\$12 000	\$5000	\$17 000
Boongarra Media, Cultural Aboriginal Corporation	\$0	\$0	\$0	\$0	\$0	\$0
Woorabinda Aboriginal Council	\$0	\$0	\$0	\$50 000	\$0	\$50 000
Hope Vale Aboriginal Council	\$15 000	\$23 000	\$38 000	\$0	\$0	\$0
Injinoo Aboriginal Council	\$0	\$0	\$0	\$8000	\$0	\$8000
Kowanyama Aboriginal Council	\$15 000	\$0	\$15 000	\$12 000	\$0	\$12 000
Lockhart River Aboriginal Council	\$0	\$0	\$0	\$0	\$0	\$0
Mapoon Aboriginal Council	\$11 038	\$2,000	\$13 038	\$0	\$0	\$0

Napranum Aboriginal Council	\$0	\$0	\$0	\$8,000	\$0	\$8000
New Mapoon Aboriginal Council	\$17 500	\$2500	\$20 000	\$17 500	\$0	\$17 500
Pormpuraaw Aboriginal Council	\$10 000	\$0	\$10 000	\$0	\$0	\$0
Umagico Aboriginal Council	\$15 000	\$0	\$15 000	\$12 000	\$0	\$12 000
Williejuddurra Aboriginal Corporation	\$7850	\$0	\$7850	\$0	\$0	\$0
Mornington Shire Council	\$60 433	\$42 500	\$102 933	\$50 000	\$0	\$50 000

Metropolitan and regional Indigenous Broadcasters funded through the Indigenous Broadcasting Program



REMOTE INDIGENOUS BROADCASTING SERVICES



Legend - Regional Hubs

- Pilbara and Kimberley Aboriginal Media
- △ Ngaanyatjarra Media Aboriginal Corporation
- Pitjantjarjara Yankunytjatjara Media
- ▲ Waripiri Region
- * Central Australian Aboriginal Media
- ▼ Unaligned
- Top End Aboriginal Bush Broadcasters Association
- Queensland - no regional hub at present
- +

ARIA Legend

- Major Cities of Australia
- Inner Regional Australia
- Outer Regional Australia
- Remote Australia
- Very Remote Australia

Attachment G

Media Release by Senator the Hon Helen Coonan Minister for Communications, Information Technology and the Arts

14 October 2005

Framework for the introduction of digital radio

The Minister for Communications, Information Technology and the Arts, Senator Helen Coonan, today announced a framework to guide the introduction of digital radio in Australia.

“As radio is the only mainstream broadcasting platform to remain analogue-only, and with increasing competition from new digital platforms such as the Internet and mobile phones, the radio industry needs the certainty to plan and promote the potential benefits of digital radio,” Senator Coonan said.

Digital radio has the potential to deliver a range of new and innovative services to listeners such as record and rewind, streamed text with news and weather updates, play list information and even still pictures.

Digital radio provides an opportunity for improved audio quality and a greater diversity of radio services currently enjoyed by millions of Australians.

“The Government has consulted widely on the proposed introduction of digital radio and the input of a range of stakeholders has been useful in designing a suitable framework,” Senator Coonan said.

“Of course, the views of incumbent commercial broadcasters, whose brand recognition, significant investment and support will be vital to the success of digital radio in Australia, have been taken into account.

“International experience shows that digital radio will supplement existing analogue radio services for a considerable period, and may never be a complete replacement.

“Accordingly, the Government’s framework has been built around digital radio being a supplement to existing services in Australia rather a replacement technology, as it is in television.”

Therefore there will be a staged rollout of digital radio in Australia commencing in metropolitan areas as soon as practicable.

The Government will urge broadcasters to commence trials of digital radio in regional areas, so technical and other issues can be resolved. The Government will then consider what financial support is necessary to expand digital radio services to rural and regional Australians.

Under the framework, Australia will implement terrestrial digital radio based upon European Digital Audio Broadcasting (DAB) Standards, also known as Eureka 147.

The commercial, national and wide-coverage community broadcasters currently operating in the broadcasting services bands (BSB) in those areas will have the opportunity to participate and will share the available digital spectrum.

“Consistent with the Government’s 2004 election commitment, there will be a moratorium on the allocation of new BSB commercial radio licences, this moratorium will be for six years from the commencement of the first digital broadcasts,” Senator Coonan said.

“While this moratorium will preclude new commercial entrants to the BSB in digital for the period of the moratorium, there will be no new restrictions on current or potential commercial digital radio services operating outside the BSB.

“The Government will continue to work with industry stakeholders to develop the necessary legislative and planning structures to implement this framework.”

Other elements of the framework include dedicated spectrum for the two national broadcasters, a guaranteed minimum level of broadcast capacity to incumbent commercial broadcasters (more spectrum will be available if new services are offered), guaranteed access to the digital platform for wide-area community broadcasters, no simulcast requirement and a first right of refusal to broadcasters to control the multiplex and hold relevant spectrum for a nominal administration cost.

The digital radio framework is attached.

Digital radio policy framework

General

- Digital radio will supplement existing analogue radio services for a considerable period and may never be a complete replacement.
- Planning for the introduction of terrestrial digital radio will initially focus on providing the spectrum to enable existing licence area planned state capital commercial, national and wide-coverage community broadcasters to commence digital radio services.
- Planning for the introduction of digital radio for existing licence area planned commercial broadcasters in other areas will be considered subsequently and on the basis of broadcaster interest in delivering digital services in the relevant licence area.
- Planning for the introduction of digital radio for existing licence area planned wide-coverage community and national broadcaster services in other areas will be considered at a later stage.
- Those categories of Broadcasting Services Bands (BSB) broadcasters not party to the initial planning process, including narrowcasters and localised community broadcasters, will be considered at a later stage.
- The provision of non-BSB digital radio services by operators of non-BSB delivered services, including section 40 licensees, will continue to be a commercial decision for relevant operators. The Government will continue to consider options for these broadcasters to deliver digital radio services outside the BSB.

Technology choice and spectrum requirements

- Eureka 147 will be the primary technology platform for BSB digital radio. However, it is a mature technology and international standards bodies are now considering newer versions, with more advanced compression standards, that will enable more efficient spectrum use. The Government will give further consideration to the feasibility of adopting these later standards.
- Eureka 147 is unlikely to be a suitable platform to address the extended coverage requirements of some regional and remote services. The Government will continue to monitor developments with digital radio technologies, including Digital Radio Mondiale (DRM), to determine what supplementary platforms might be appropriate to address regional and remote coverage issues.
- The Government considers that technical trials of digital radio technologies, including DRM, need to be undertaken to determine which technologies or combination of technologies will best serve people living in regional and remote Australia.
- Subject to further technical advice, it is expected that where possible VHF Band III spectrum will be used for primary digital radio transmitters of commercial, wide-coverage community and national broadcasting services. L Band is expected to be used for infill, localised services and where VHF Band III spectrum is unavailable, or insufficient.
- L-Band spectrum planning will include reservation of capacity for potential satellite digital radio services.
- Significant spectrum limitations currently exist for the introduction of digital radio in key markets (including major metropolitan and adjacent areas). The Government will consider releasing additional spectrum for new digital radio services in relevant markets following the closure of analogue television services, subject to demand and other competing uses for the spectrum.

- The Government will ask ACMA to give priority to reserving adequate VHF Band III spectrum for digital radio purposes when planning new digital television services, unless there are clear technical or consumer interests in the use of that spectrum for television.

Market structure

- A moratorium will be introduced on the issue of new BSB commercial digital radio licences for a period of six years following the commencement of digital radio services in state capital markets. This moratorium will be subject to:
 - the conditions set out in Australian Broadcasting Authority (Revisiting Radio LAPs) Direction No. 1 of 2003. This Direction is designed to allow for the issuing of a new licence by ACMA in circumstances where a change of ownership results in a reduction in the number of radio services of general appeal in the market; and
 - the commercial broadcasters in the licence area complying with the digital implementation framework, including the rollout and coverage requirements (refer to paragraphs 29 and 30).

Content regulation

- Digital radio services will be subject to existing content regulation arrangements administered by ACMA applying to analogue radio services (including codes of practice, standards and licence conditions).
- There will be no requirement on broadcasters to simulcast their analogue service in digital.
- Subject to content regulation arrangements outlined in paragraph 15, there will be no limitations on types of additional radio or data services that can be broadcast.
- A new licence category will be established to enable non-radio broadcasters to make use of the digital radio platform to deliver non-radio services.

Multiplex operation and access

- Incumbent commercial and, if they choose, wide-coverage community broadcasters, in a licence area will have first right of refusal to elect to jointly (by way of a separate joint venture company) manage the operations of the multiplex ensembles and hold the associated spectrum licences, to be used for their services in that market, subject to meeting specific regulatory requirements regarding the transparency and openness of the joint venture operation. If they so elect, spectrum licences will be allocated for an administrative charge only.
- Where a valid election is not made in a licence area, the Government, by default, may allocate transmission licences to operate digital radio multiplex ensembles.
- Access rules will be established to assure commercial radio broadcasters and the wide-coverage community radio sector of access to minimum levels of capacity on multiplex ensembles, on published and non-discriminatory terms.
- Commercial broadcasters will have minimum rights to acquire 128 kbps of multiplex capacity with the ability to acquire additional capacity (capped at 256 kbps and subject to bit rate availability limits in each market) on the condition that this is used to deliver new services.
- Jointly, wide-coverage community broadcasters in any market will have access rights to 128 kbps per analogue service (up to a maximum of 256 kbps per available multiplex) on the basis that they collectively determine how this is to be shared .
- Persons licensed to offer non-radio services will also have the right to acquire unreserved capacity on a multiplex to a maximum of 128 kbps, on published and non-discriminatory terms.

- Provision will be made for regulatory intervention by the ACCC to manage multiplex access, including to address access disputes and anti-competitive conduct.
- Spectrum allocation and licensing arrangements will continue to be managed by ACMA.
- Spectrum will be reserved for the national broadcasters equivalent to one multiplex ensemble with appropriate transmission licences to enable them to jointly manage single multiplex ensembles in each state capital and subsequently other markets. The role and timing of national broadcaster involvement in digital radio will be considered further in the context of normal budget processes.

Assistance for regional commercial broadcasters

Depending on the success of rollout in state capital areas, the Government will consider providing some capped financial assistance for the capital costs associated with rollout of digital transmission facilities by commercial broadcasters in regional areas.

Coverage and rollout requirements

- In the case of state capitals, existing licence area planned commercial digital radio licensees will be required to commence permanent broadcasts within a specified, legislated period and provide equivalent digital coverage to their existing analogue services by the end of the six year moratorium period.
- In other areas, where existing licence area planned commercial digital radio licensees are given access to additional broadcasting spectrum for digital radio services, they will be required to commence permanent broadcasts within a specified period and meet coverage and rollout commitments appropriate to such markets.

DEPARTMENT OF COMMUNICATIONS, INFORMATION TECHNOLOGY AND THE ARTS
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