PACMAS
Pacific Media Assistance Scheme

Niue
STATE OF MEDIA & COMMUNICATION REPORT
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International Development
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Australian AID

Niue post office photo by Adrian Turner

The study was undertaken by Jo Tacchi and Heather Horst at RMIT University, Australia; Evangelia Papoutsaki at UNITEC, New Zealand; and Verena Thomas and Joys Eggins at the University of Goroka, Papua New Guinea. The research data for this report were collected by a team of researchers who conducted both desk-based research and interviews in person, by telephone and/or email while in Niue. Researchers for Niue included Sandra Kailahi and Jessica Noske-Turner; Sandra Kailahi completed interviews in Niue in September 2012. This report also benefits from the verification and survey documents completed by members of the Panel of Expertise.

Any opinions represented in this report are those of the authors and research participants and do not necessarily reflect the views of the Australian Government or the Australian Broadcasting Corporation.

The findings are presented in three sections:
1. Country Context
2. State of Media and Communications
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   • Media and Communications Landscape
3. Key Findings and Insights

Contents

Niue Country Context

Niue is a Polynesian island nation located between Tonga and American Samoa in the Pacific Ocean. Since 1974, Niue has been self-governing in free-association with New Zealand. Prior to the formation of the free-association agreement, the island was annexed to New Zealand. The population has been in steady decline from its peak in 1966 of 5,200, to an estimated 1,496 in 2010[1]. This continuing decrease in population is the result of increased international migration, with substantial numbers of Niueans emigrating to New Zealand in search of further educational and economic opportunities.
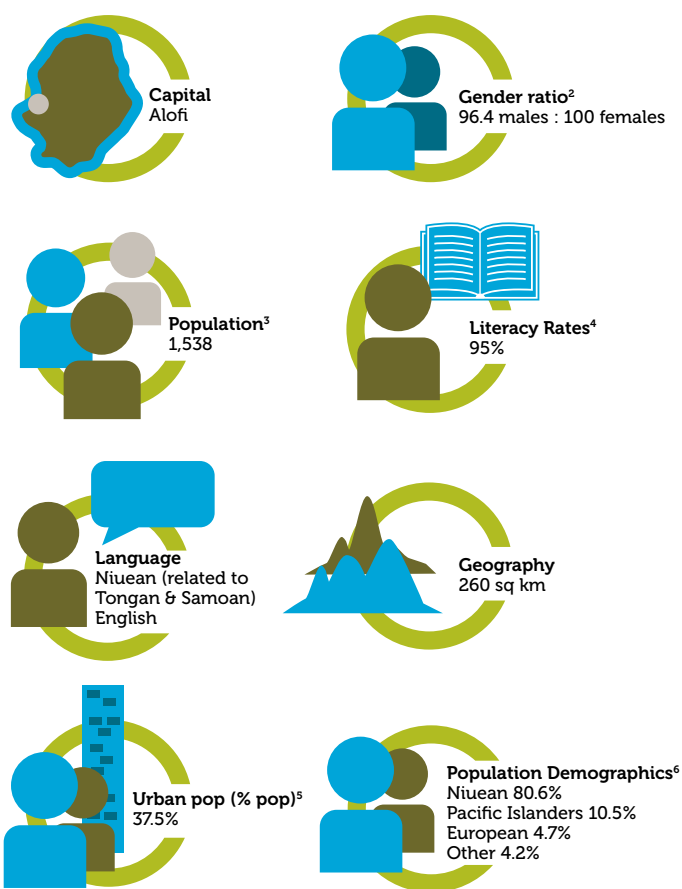
Key Insights

Transnational Connections

Transnational connections play an important role in Niuean society. Niueans have New Zealand citizenship thanks to the Free Association with New Zealand. This connection is solidified through weekly flights between Niue's capital, Alofi, and Auckland, New Zealand. In 2013 these transnational flows increased to two flights per week.

The Niuean diaspora is a significant part of New Zealand's ethnic population composition. Niuean people were the fourth-largest Pacific ethnic group living in New Zealand in 2006, comprising 22,473, or 8 per cent, of New Zealand's Pacific population (265,974)[7]. This number has increased over the last decade. Many Niueans receive education and training in New Zealand with informal and ad hoc relationships existing with New Zealand organisations, such as Telecom New Zealand, which provided access to media and communication equipment after Cyclone Heta. There are also regional connections to Samoa and Fiji, the latter in particular for training purposes. These connections are strengthened by the strong presence of Niueans in online social media (see Digital Media and Changing Media Landscape, below).

While transnational connections provide Niueans with access to social and educational resources, they also introduce challenges with respect to sustainability across all areas, including the media and communications sectors. As many young people seek opportunities abroad, it becomes difficult to attract and maintain new staff. This results in a tendency to delay training as a way of encouraging their return. The 'bond system' is another mechanism put in place to ensure that government supported students return to Niue after graduation. Niueans who stay on or return describe their decision as altruistic,

Table g.1   Basic Country Data

Capital
Alofi

Gender ratio[2]
96.4 males : 100 females

Population[3]
1,538

Literacy Rates[4]
95%

Language
Niuean (related to Tongan & Samoan) English

Geography
260 sq km

Urban pop (% pop)[5]
37.5%

Population Demographics[6]
Niuean 80.6%
Pacific Islanders 10.5%
European 4.7%
Other 4.2%

1   World Health Organisation. 2013. Niue. http://www.wpro.who.int/countries/niu/en/ Accessed April 2013
2   Economic, Planning, Development and Statistics Premiers Department, Government of Niue 2010. Niue Statistics http://www.spc.int/prism/Country/NU/stats/Publications/Population_Estimates/POPEST_June%202010.pdf Accessed April 28 2013
3   Secretariat of the Pacific Community 2008. Niue Population Profile 2006 Census. http://www.spc.int/prism/country/nu/stats/Reports/Census%20 2006/NIUE%20PROFILE-25-02WEB.pdf Accessed April 28 2013
4   CIA.The World Factbook 2013. Niue. https://www.cia.gov/library/publications/the-world-factbook/geos/ne.html accessed April 2013
5   UNESCAP Statistics Division. 2010. http://www.unescap.org/stat/data/ Accessed April 28 2013
6   http://www.spc.int/prism/nutest/Reports/Census_2001/B_ch3_Soc.pdf
7   Statistics New Zealand 2006. Pacific Profiles 2006: Niuean People in New Zealand. http://www.stats.govt.nz/Census/about-2006-census/pacific-profiles-2006/niuean-people-in-new-zealand.aspx Accessed April 2013

especially as opportunities are limited. Many research participants talk of Niue with pride and view their role as making a commitment to Niue's future.

Donor Agendas

Niue relies heavily upon external funding, with approximately NZ$19 million provided in aid by New Zealand in 2010-2011[8]. New media and communications programs, content, systems and infrastructure are all funded by foreign aid. The dependence upon donor organisations to fund new initiatives creates an environment wherein donors drive the needs and agendas of media strategies, production activities and innovation. As has been noted in other small countries in the region, Niueans often find it difficult to keep up with the agendas and interests of funding agencies, and struggle to adapt their proposals and activities. This can result in activities that are inappropriate for local conditions, such as providing training that is not required within the Niuean context. For example, Niue received funding to develop a program for HIV/AIDS despite the fact there are no reported cases of HIV/AIDS on the island. As a consequence of this funding, journalists interviewed say there has been more coverage of HIV than of Non Communicable Diseases (NCDs). In other cases, interviewees perceived that identified needs such as the funding and sourcing of new equipment, were viewed as outside of the parameters of current donor agendas.

Digital Media and the Changing Media Landscape

Digital media has contributed to significant changes in Niue. The most notable and distinctive – within the context of the 14 Pacific Islands in the Pacific Media Assistance Scheme (PACMAS) Baseline Study – involves WiFi internet for citizens. Introduced by the Internet Users Society of Niue, the service provides free internet to the island. Anderson[9] observes that Niue has the highest rate of internet use in the Pacific, in part due to the establishment of the Internet Users Society of Niue, which offsets some costs. As she explains, the case of Niue is a useful point of comparison:

Figure 1: Niueans on Facebook. Screen Capture by Sandra Kailahi, February 2013.

> The free service is not without some limitations (commercial interests and a certain amount of use as well as some infrastructural challenges), but the high user rates in Niue in comparison to other selected countries show how prohibitive economic related matters are.

Users pay NZ$25 for an access point (introduced as a disincentive for unnecessary access points). Currently 12 villages are connected and there are ongoing efforts to connect two more.

Niue has embraced digital media (especially the internet) in diverse and impressive ways. Digital media has contributed to the maintenance of family ties through the use of social media such as Facebook (see image 1). NGOs and the government are now establishing websites (e.g. the Taonga Niue website, a local community/governance interface) and working towards translation software to preserve the Niuean language and culture. Traditional media such as radio and television use websites to extend their audience reach. For example, the Broadcasting Corporation of Niue (BCN) started uploading news videos to YouTube, and is currently developing a website it hopes will extend the reach of the BCN's content to non-resident Niueans. Prior to this the only local content available to Niueans in New Zealand was the *Niue Star* newspaper. In addition, many media and communication technicians and practitioners utilise digital

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8   New Zealand Aid Program. Niue. http://www.aid.govt.nz/where-we-work/pacific/niue Accessed April 2013
9   Anderson, K (2007). Wither Pacific 'traditional' media? Internet technology in political education and participation. Pacific Journalism Review Vol 13 (2) p103

media to cope with scarce resources. For example, the *Niue Star* has started to use the material uploaded to YouTube by BCN for their reporting, as they currently do not have enough staff on the ground in Niue. Technicians report using Google searches and YouTube videos to learn how to fix damaged equipment and develop other skills to fill the economic and human resource gaps.

State of Media and Communications

Media and Communications Platforms

The majority of Niue's media is government-owned and funded. There has been an increasing focus on online media due to the expansion of access to the internet; however, more traditional communication networks remain vital to information and knowledge sharing in Niue.

Television

Television Niue is the only television network on the island and is run by the BCN. The BCN broadcasts Television Niue 24 hours a day, with prime time viewing identified as the period from 2pm through to evening. Television Niue coverage focuses on sporting events including international rugby. Such events are targeted for Health Department sponsorship and advertising. The BCN is currently developing a website and aims to make content available via YouTube.

While all Television Niue production is digital, the broadcast transmission remains in analogue and the cost of upgrading is prohibitive. There is talk of moving to Internet Protocol Television (IPTV) as the transmission system, using Telecom Niue's fibre cables.

Currently, the government funds 70 per cent of the public broadcaster's budget; the BCN seeks some sponsorship through TV advertising and radio spots to contribute to overall income generation. There are ongoing discussions and debates about the future of the BCN within Niue. Some research participants reported that the government was considering corporatising the BCN, which would result in an expectation that the BCN raise its own revenue in the future. Most people interviewed were doubtful that it would be viable on an island of 1,500 people, and some raised concerns about how it would affect the BCN's community service role.

Table g.2   Media and Communication Platforms: Television

Platform	Organisation	Ownership/ Funding	Language/ Content	Sector
Television	TV Niue, Broadcasting Corporation of Niue (BCN)	70 per cent government funded (discussions of moving towards commercial funding)	Niuean Includes local news Programming is focused on an evening schedule	Government

Radio

Radio is broadcast 24 hours a day, with a focus on radio programming in the morning through to lunchtime, which is understood to be the time of day that attracts the most listeners.

Radio is a vital platform for sharing content on development issues. The Community Affairs Department runs a monthly one hour radio program for NGOs; it used to be fortnightly but it became too expensive and they found there was not enough news to report. The radio program rotates between youth, sports and women's groups. The Community Affairs Department pays the fee for these radio programs, which is NZ$50 for one hour.

One research participant started an online radio station, which plays Niuean gospel music. The research participant reports having unsuccessfully applied for an FM radio license.

Table g.3   Media and Communication Platforms: Radio

Platform	Organisation	Ownership/ Funding	Language/ Content	Sector
Radio	Radio Sunshine FM91, Broadcasting Corporation of Niue (BCN)	70 per cent government funded (discussions of moving towards commercial funding)	Niuean Includes local news Programming focused on a morning schedule	Government
	Online radio station (name unknown),	Private, self-funded by an individual	Plays Niuean gospel music. Only available in Niue.	(hobby)

Newspaper and Newsletters

The *Niue Star* is the country's only independent source of print news. A significant proportion of the readers are Niueans living in New Zealand and Australia; however, with the increasing proliferation of online news, the newspaper's audience has declined. The paper, which is owned and operated by the Jackson family, has no plans to transition online; instead they plan to shift focus and attract an older audience who are more inclined to seek paper-based news. The newspaper has however, initiated writing news reports based on online stories sourced from the BCN YouTube uploads. It has also reduced its publication frequency from fortnightly to once every three weeks; this reduction is due to an increase in freight costs and restrictions. As a result of the limited reach and the reduced frequency of publication, key stakeholders are seeking alternative modes of communication in order to share their health and environmental messages. Organisations and community groups such as sports, youth and women's groups regularly contribute stories to the *Niue Star* free of charge.

Several community newsletters are produced. A newsletter produced by the Tourism Board is provided to visitors on arrival and includes upcoming community events.

Table g.4   Media and Communication Platforms: Newspaper and Newsletters

Platform	Organisation	Ownership/ Funding	Language/ Content	Sector
Newspaper	Niue Star	Owned by Michael Jackson, commercially funded	Bilingual: English and Vagahau Niue. Published every 3 weeks	Commercial
Newsletter	Tourism newsletter (name unknown)	Published by the Tourist Board	English. Given to people on arrival at the airport	Commercial
	Women's Group Newsletter	Unknown	Niuean	Community
	Niue Climate Outlook	Niue Meteorological Service	Bilingual: English and Vagahau Niue. Monthly	Government

Online Media and Mobile Media

With free WiFi available throughout most of the island, digital media is prevalent across a number of sectors. The BCN was working on a news website at the time of writing, and currently uploads its TV news reports in Niuean and English to YouTube[10]. The Youth Council established a Facebook group following a workshop with the Pacific Youth Council, and they report using Facebook to connect with the Niuean diaspora.

Some websites are in development to provide community/government communication and online spaces. These initiatives are supported by RockET Systems, which manages the WiFi services. Mobile phones are used primarily by businesses and some government workers. While 83 per cent of the population access the internet, there are only 38 mobile phone subscriptions per 100 people[11].

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10   http://www.youtube.com/user/NIUETV
11   http://www.itu.int/ITU-D/icteye/DisplayCountry.aspx?code=NIU

Table f.5   Media and Communication Platforms: Online and Mobile Media

Platform	Organisation	Ownership/ Funding	Language/ Content	Sector
Online	BCN - You Tube channel	Government	Niuean and English	Government
	Youth Council Facebook Page	Youth Council	Niuean and English	Community
	Taoga Niue website (a local community/ governance interface)	Government	Niuean and English http://www.taoganiue.nu/	Government
	Website for Hakupu village	Community, hosted by local business, RockET Systems	http://www.hakupu-atua.nu/home/	Community
Mobile Media	Niue Telecom	Government	Niuean and English	Government

Other Communication Platforms

Village councils remain a central communication point in Niuean society. The councils meet weekly and during times of emergencies council members will go door-to-door to share messages. Youth councils are also active, with networks that extend from the village councils. One research participant talked about the cultural protocols or the '*traditional way*' of visiting a village, which involves attending church and giving a donation. Notice boards are also used to inform locals about events.

Given the small population, word-of-mouth, or the "coconut wireless", is a popular form of communication. Most households in Niue include at least one public servant, and villages are very tight-knit. NGOs report that it's often unnecessary to use mass media to communicate messages, because word-of-mouth is so effective.

Table f.6 Media and Communication Platforms: Other Communication Platforms

Platform	Organisation	Language/ Content	Sector
Other	Village Councils	Niuean and English	Community
	Noticeboards	Niuean and English	Community
	Word of Mouth	Niuean and English	Community

Media and Communications Landscape

This section of the report focuses on Niue's media and communication sector across four key areas: policy and legislation, media systems, capacity building and content. It provides an overview of the state of media in these four PACMAS program components, through exploring the six PACMAS strategic areas: Broadcast Technicians, Pacific Emergency Broadcast Systems, Technical and Vocational Education and Training (TVETs), Media Associations, Climate Change and NCDs. Media Systems includes a focus on Broadcast Technicians and Pacific Emergency Broadcasting Systems (PEBS); Capacity Building includes TVETs and Media Associations; and Content looks at Climate Change and NCDs. It provides an overview of media and communication across these areas and aligns them with the PACMAS program components.

Policy and Legislation

Relevant media and communication legislation in Niue includes the Communications Act 1989, the Communications Amendment Act 2000, the Broadcasting Act 1989, Radio Regulations 1972 and the Business License Act 1997.

The Communications Act (1989) allows for the cabinet-appointed Program Advisory Committee to advise on licensees' operations including programming, fees for NGO access, and so on. The minister has the final say on the granting of licenses. Only a business license is required for newspapers. A research participant reports difficulties in accessing a radio license for an independent radio station. No special legislation exists for community media.

Part 1 of the Communications Act 1989 covers telecommunication. The Communication Amendment Act 2000 established the Niue Information Technology Committee, whose members are appointed by the government. The government's Department of Post and Telecommunications has a monopoly over telecommunications service provision.

However, the Internet Users Society of Niue has established free WiFi services covering the majority of the island (a network establishment fee is the only associated expense).

Under the Broadcasting Act, the general manager of the BCN reports to a board of directors appointed by cabinet. At the time of writing this report, there were suggestions that the government was considering changes to the funding structures of the BCN, which drew a variety of responses from research participants, with most arguing that the BCN could not be financially self-sufficient given the small population. The government currently provides 70 per cent of the funding for the BCN with the remainder raised from advertisements and fees for programming.

Figure 2: Message Board in Niue, Photo by TaniRose Lui, December 2012

The Niuean constitution does not reference freedom of expression or freedom of the media. The Broadcast Act protects news content from external interference; however there are reports of issues relating to the bureaucratic system associated with decision making around reporting on sensitive issues, which involved the BCN Board of Directors and the minister. On the other hand, the board has ignored threats and attempts by government to suppress certain information. There is also no Freedom of Information (FOI) legislation, and there are reports of journalists experiencing difficulties in this area. According to the BCN, complaints should first go to the general manager before going to the board. However, the general public tend to go straight to the board.

The BCN has a draft code of ethics that is currently with the BCN Board of Directors. BCN staff are also obliged to follow the Public Service Code of Conduct for all public servants. Management at the *Niue Star*, which does not have a code of ethics, say they would rather face disputes over defamation in the courts given that, in their opinion, court and legal fees are relatively cheap in Niue.

There are no specific content requirements specified in law. Broadcast content is controlled to some extent by the government-appointed Board of Directors. No instances of threats or intimidation against journalists have been reported in recent years.[12] The internet is not controlled or censored in any way.

Media Systems
Media systems take into consideration technical skills, support and infrastructure. It also explores emergency broadcast systems and experience from past disasters and crises in Niue.

'There was a bit of uproar after the last cyclone because I remember notices going out on the radio that cyclone is gonna get in at seven o'clock. By one o'clock ... the cyclone was already here. ... I think what we did at our last meeting was not to rely on Fiji bulletins only, but try to look for somewhere else like Hawaii or New Zealand just to, for confirmation purposes.'
(NIEU07)

PACMAS Strategic Activity: Technicians
Media and communications practitioners are resilient in the face of resource shortages and other constraints, and have developed skills across a variety of equipment. Technicians are particularly adept at finding solutions to technical issues online. Other producers have reported learning Photoshop via online tutorials. In many cases, these are the only sources of training given the small number of technicians in Niue. A staff member's absence can also impact on an organisation. For example, one organisation mentioned that equipment was left gathering dust for two years while

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12   Perrottet and Robie (2011). Pacific Media Freedom 2011: A status report. Pacific Journalism Review Vol 17(2) p 165

their technician was studying in Fiji. Technical skills are also occasionally learned through onsite training, training overseas, and from the companies based in New Zealand, Australia and China that supply, install or upgrade computers (e.g. the broadcast towers built by China are maintained by China every five years). Technicians report that there is very little overlap between the skills required for telecommunications and broadcast networks such as the BCN.

Media and communication technicians source information and equipment from a range of resources and networks. These include: the Pacific Islands Chapter Internet Society (PICISOC); the Pacific Islands Broadcast Associations (PIBA), although this ended with the merger with Pacific Islands News Association (PINA); an email list run by the Pacific Networks Operators; and people such as the local expert from Information Communication Technology (ICT), which runs the WiFi. They are also members of the International Telecommunication Union (ITU).

One of the largest challenges technicians face is the acquisition, maintenance and repair of equipment. All technicians emphasise the importance of keeping old equipment for spare parts and as standby equipment. This is especially important in Niue given its isolation; as any equipment orders come via the weekly flight from New Zealand. While discussions about sharing equipment or providing an inventory have occurred, there is scepticism about the viability of these suggestions, as all of the old equipment is well past its use-by date.

A research participant said, 'I feel that [...] if we give it to others, it will only burden them in maintenance and buying parts. A lot of those analogue equipment [....] parts are obsolete. No one else is manufacturing [them] now' (NIUE02). Following damage or crises, technicians have been able to use networks to source support. For instance, the Pacific Islands Telecommunications Association helped to source a temporary replacement system from the Cook Islands after Cyclone Heta.

PACMAS Strategic Activity: Emergency Broadcast System

When people in Niue talk about disaster plans, they are generally referring to cyclones more than any other natural, human-made or political crisis. Niue suffered a devastating cyclone in 2004 (Cyclone Heta) and this event has shaped much of the current disaster planning in the country.

The National Disaster Council is the central regulatory body that organises disaster preparedness and response in Niue; the chief of police heads the council. In terms of formal planning, Niue has a National Disaster Plan (2010) and a specific emergency plan for cyclones. The National Disaster Plan is comprehensive and includes procedures about checking communication equipment and lines of responsibility around communication. There are no formal plans for post disaster recovery.

Emergency response systems in Niue involve a series of coordination mechanisms. In the event of a disaster, messages from the Niue Meteorology Service (the Met Office), Telecom and other key stakeholders are sent to the chairman of the National Disaster Committee (NDC). The committee then sends information for public release to the Broadcasting Corporation of Niue; this information is generally delivered to the BCN via a phone call followed by email, but individuals report other means, such as messages on paper being physically delivered. Other communication methods listed were via a police vehicle with warnings and a siren, and there is a specific phone number (101) where the community can access a recorded telephone message from the Niue Meteorological Service. However, inconsistencies remain in terms of who can send information to the BCN for public release. Some say the incoming information must be from the Executive Committee of the NDC (chairperson or chief of police) before it goes to air; others say it can come directly from the Met Office. One research participant noted that the Council has decided that the Met Office should no longer send information directly to the BCN, and that it should go through the proper channels. The director of the Met Office reports that although they can send weather warnings, the NDC still controls the escalation (colour code) of the alert.

BCN Radio is the main communication platform for disaster communication and the BCN's mission is to communicate '*approved public information messages*' in Niuean and English and to keep broadcasting as long as possible. BCN staff report that they are aware of the procedures they must follow in each level of alert. BCN offices were used in Cyclone Heta as the emergency office, but no party seemed satisfied with this set-up (the BCN studios are reportedly too small); there are now plans to build a specific emergency office.

There is a colour-coded system of alerts: blue, yellow and red. In the case of a blue alert, police visit with the Village Councils, who in turn tell the people of the alert and advise them to listen to the radio, to make sure they have hot water, an emergency kit and to close the shutters (they also help the elderly looking for assistance). The yellow alert is the next escalation, and the red alert means the disaster is current. All research participants gave consistent accounts of what each level means.

With respect to infrastructure in emergencies, all key infrastructures have generators and systems for maintenance in place. The key communications infrastructures (Telecom and the BCN) have standby equipment and redundancy infrastructure in case of damage. There are also HF radios for use by the emergency response teams.

Plans for future changes are in process. The first is the installation of sirens on the west side (the most vulnerable) of the island as a warning system for tsunami and cyclones. This system is automatically triggered from Hawaii, but it can be cancelled locally. Niue is also working on a mobile phone system designed to broadcast messages regarding impending disasters. Research is currently being undertaken with an implementation plan in place for the near future. There are also issues about how to make timely decisions regarding escalating the warning level (blue to yellow, yellow to red). In the case of Cyclone Heta, the estimated time of the cyclone hitting was five hours late. There remain some inconsistencies about who was responsible for the delays (some say the Met Office is quick to issue a yellow warning but reluctant to lift the alert level; the Met Office says that the Council is responsible for decisions on the alert level). Some research participants noted complacency in the community about alerts.

With respect to preparation, there are some efforts to capture and include traditional knowledge of early warning signs (though it is not clear how this might be formally integrated into systems). One research participant says that observing birds and the colour of the sky can sometimes be more helpful than science-based warnings.

Police note some difficulties post disaster; following Cyclone Heta the radio was down in some parts of the island; when roads were reopened there was an influx of people coming into town seeking information, which led to chaos and looting.

Capacity Building

Capacity building includes an understanding of the level of qualifications among existing media and communication practitioners, training and capacity building support, and organisations providing that support. It also takes into consideration media associations and TVETs in Niue.

Capacity building and training is a challenge for media organisations. Training on the island is preferred to overseas options, as sending staff members abroad has a major impact on those left behind. When funding is available the media organisations arrange for local and regional staff to attend workshops. The BCN capitalises on obtaining new knowledge by running a workshop for the other staff upon a trainee's return.

Among members of staff, qualifications (degrees/ certificates/ diplomas) from New Zealand are the most common and preferred, but some (especially technicians) have gone to the University of South Pacific (USP) in Fiji. The Niue Training and Development Council administers government scholarships for all Niuean students. The current priorities are health and tourism but media organisations can apply to have their staff trained. Students generally sign up to a bond system.

The relevance of the training in terms of local context has been questioned. For example, a journalist noted that some content relating to investigative journalism, was not applicable in Niue due to the island's small size and because relationships in Niue are important. Journalists rely on their personal and professional networks when facing reporting challenges, and these networks are especially useful when it comes to reporting in 'the Pacific way'.[13] A small number of Niueans received training from an attachment in Samoa, which proved helpful in providing guidelines on reporting cultural stories such as a deaths, weddings and so on, in the 'Pacific way'.

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13 For further discussion of the 'Pacific way' in journalism see Papoutsaki, E. & Sundar Harris U. (2008). Unpacking 'Islandness' in South Pacific Islands in South Pacific Islands Communication: Regional Perspectives, Local Issues. Eds. Papoutsaki, E. & Sundar Harris U. Asian media Information and Communication Centre; Singapore, Aotearoa, Suva pp 1-14

'Everyone knows [...] the warnings, signs [...] this traditional knowledge we've been instilled with... [...] some people when they look out the sea, the birds, if the skies are a bit [...] orange..., know there's a cyclone out there. We [...] start putting up our shutters even though the warning hasn't come out yet. Sometimes traditional knowledge actually helps us a lot more than some of the scientific stuff.' (NIUE07)

Media and communications technicians generally accept any funded training opportunities; at times, however, the training offered covers existing areas of expertise. In terms of specific content training, workshops have been held for journalists on climate change reporting (organised by the Secretariat of the Pacific Regional Environment Programme, SPREP, held in Samoa and Fiji) though not all media outlets in Niue participated. A staff member at the Met Office has also had training on weather reporting, but there has not been any training on climate change communication for NGO staff.

The United Nations Educational, Scientific, and Cultural Organisation (UNESCO) regularly funds useful training sessions. Some media organisations in Niue are aware of training for reporting on NCDs, although they report not being invited. A local journalist noted that government departments and local groups need public relations training. When asked about NCD communication training and climate change training none of the NGO or government interviewees had received any communication training, and, in most cases, there was no dedicated communications person because of the low staff numbers.

PACMAS Strategic Activity: Media Associations

There is no media association in Niue, although interviewees noted that prior to the BCN's integration into the government there was talk of establishing one, which would have included the *Niue Star*, the BCN, and some groups which publish newsletters, though this is not currently perceived as a priority. The Pacific Islands News Association (PINA) is the main media association for Niuean media outlets. A staff member of the *Niue Star* mentions seeking advice from PINA for reporting on sensitive issues, but is more likely to use his/her own informal/collegial network. The newspaper's editor is also the vice president and coordinator of training for PINA (which he says affects his ability to access training as he does not want to be seen to abuse his role).

The BCN seems to describe its relationship to PINA as one of loyalty (as opposed to the Pacific Media Association, PasiMA). The main support the BCN receives is training. The timing of training is usually a problem for the BCN general manager, as it usually falls during the financial reporting period. There seems to be an element of uneasiness when talking about a potential advocacy role for PINA, as the BCN Board is the proper channel for 'advocacy'. The private production company on the island is not a member of PINA.

The Department of Post and Telecommunications is a member of the Pacific Islands Telecommunications Association (PITA). PITA offers information on equipment solutions and post disaster response.

PACMAS Strategic Activity: TVETS

There are no TVETs in Niue. Most media related training is received in New Zealand.

Content

Media content focuses on communication platforms and programs and the means to address issues related to climate change and NCDs. Climate change and NCDs are two strategic activities for the PACMAS program. In addition to radio, there is a local production company in Niue, which makes videos, photos, posters and uses Photoshop. Besides production, they are also involved in writing funding proposals. Core sources of incoming work for this company are donor-funded projects that include awareness raising components.

PACMAS Strategic Activity: Climate Change

Niue has a policy on climate change, which has six focus areas: awareness raising; data collection, storage, sharing and application; adaptation; mitigation; governance and mainstreaming; and regional and international cooperation. Under the awareness raising plan there is a reference to 'developing and implementing' a Climate Change Communication Strategy. This is a formal communications strategy within the climate change policy, which includes a presence at

village and national show days, fishing competitions, and working with the BCN for media coverage (especially during major sporting events). National climate change policies are communicated through activities and plays, including quizzes, and song and poetry competitions.

The media outlets occasionally cover climate change, but coverage is usually events based (reporting on a workshop or post disaster). The Met Office is also a major supplier of information and stories, and has an objective to run a regular radio program; however, these activities are suspended due to lack of staffing, and funding.

A common concern about discussing climate change involved terminology. Most people felt that the starting point needed to be translating the scientific terms from English into Niuean. The national climate change awareness raising programs have also targeted youth, as one interviewee observed, '*in between listening to their grandparents and parents, and the modern, you know, the up-to-date technology and information from outside*' (NIUE19). Others noted that young people's awareness of climate change was inconsistent, noting that youth are aware of climate change and the causes, but not the policies that address climate change. Traditional knowledge about understanding disasters is attracting attention; for example there is a project to document traditional knowledge about disaster warning signs and the BCN is involved in talking to older people about their past experiences preparing for drought and other disasters.

PACMAS Strategic Activity: NCDs

Niue has a national NCD plan (*Moui Olaola*) passed in 2007. Grass roots health activities rely on notice boards, village meetings and word of mouth (in person or by phone). Advertisements about NCD prevention (anti smoking, promoting physical activity) are often played during big TV sporting events such as (All Blacks) rugby games. Some of these advertisements are locally produced, but the associated costs are an inhibiting factor to local content production. There are a number of NCD initiatives including the "Healthy Village Initiative", "Atuhau Moui olaola" (youth health campaign), "Let's Beat the BULK" (community weight loss), and "Toxic Free Foods" (promoting local, organic fruit and vegetables). Interviewees frequently referred to community led exercise groups throughout the island (see Cross Cutting Issues below). However, government and health representatives did not appear to prioritise mass media in their work; one person stated specifically avoiding initiating media stories, preferring instead to wait until the media contact the individual for their expertise, which was based on some perceived negative consequences of media coverage in the past.

Cross Cutting Issues: Disability, Gender and Youth

The cross cutting issues explore how gender, youth and disability engage with and are represented within the media and communication environment in Niue.

Little to no mention was made of disability issues in Niue. There is a National Policy on Disability 2009-2017 but it does not appear to have had community impact and interviewees did not report discussion of disability in the media.

Women and men are the focus of a number of communication and media initiatives. Exercise groups to combat NCDs in villages target women (although may also include men and families) via a notice board in Lakepa to communicate times and activities. The groups often hold a shared meal as a village around special occasions to demonstrate healthy eating. One community-run exercise program, which started as a workplace group, received about NZ$10,000 funding from the Secretariat of the Pacific Community (SPC). In most groups there are high rates of female participation, with the exception of a weights-based circuit program. These groups are run in Avatele, Lakepa, Tuapa and Hakupu.

Youth issues appear in the discussion of media and communication environments in Niue. One of the key issues is the potential for migration among youth who go abroad for education and economic mobility. The *Niue Star* reports difficulty retaining young and new staff and the newspaper has moved away from targeting information for youth. Yet, the Niue Youth Councils are very active at the village level and some Youth Council representatives from Niue have achieved great outcomes in region-wide forums, particularly in relation to climate change advocacy. The Niue Youth Council established and uses a Facebook page (set up following a workshop with the Pacific Youth Council). One interviewee noted that '*most of the news that they are generating now is going into Facebook because the others and the youth overseas Niueans abroad will have a chance in looking at what they're doing and you know keeping in touch.*' (NIUE10).

Summary of Findings

The media and communication environment in Niue offers unique opportunities and challenges due to its scale and size. The main findings across the four PACMAS components of policy and legislation, media systems, capacity building, and content are summarised below.

Policy and Legislation

- Media and communication legislation in Niue includes the Communications Act 1989, the Communications Amendment Act 2000, the Broadcasting Act 1989, Radio Regulations 1972 and the Business License Act 1997.
- The Niuean Constitution doesn't reference freedom of expression or freedom of the media.
- There is no FoI legislation.
- A code of ethics is being drafted at the time of writing.
- There are no news specific content requirements specified in law.
- No special legislation exists for community media.

Media Systems

- Technicians are adept at finding solutions online on technical issues. Technicians source information and equipment from multiple sources.
- The National Disaster Council is the central regulatory body that organises disaster preparedness and response in Niue.
- A National Disaster Plan and a specific emergency plan for cyclones are already in place.
- There is some ambiguity about communication and coordination mechanisms around disaster response.
- Some standby infrastructure and equipment available to address disasters.
- Need for greater support to ensure disaster preparedness and in post disaster recovery.

Capacity Building

- Qualifications from academic institutions in New Zealand and Fiji are prevalent among practitioners.
- Preference for locally organised training and training of trainers for Niue media practitioners.
- There is no national media association in Niue.
- Most media organisations are affiliated with PINA.
- There are no TVETs in Niue.

Content

- Radio is an important platform for sharing information especially through the community affairs program.
- The National Climate Change Policy recognises awareness raising as one of the six focus areas.
- Translating climate change terminology is a challenge in climate change communication.
- NCDs are a priority issue within Niue but there is limited to no engagement with mass media to address it.
- NCD communication relies on notice boards, village meetings and word of mouth (in person or by phone).

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