



Cultural Sector Strategic Framework

2014–2018

**Manatū
Taonga**

Ministry
for Culture
& Heritage

This *Cultural Sector Strategic Framework* sets out the Ministry approach to leading and working with our sector. It sets out five priority 'shifts' in the medium term that give us the best possible chance of maximising our sector outcomes - for the benefit of all New Zealanders.

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Introduction

Our vision for the cultural sector is:

New Zealand's distinctive culture enriches our lives

Our vision recognises that our distinctive culture is core to what makes New Zealand a great place to live. Cultural expression, engagement and understanding are fundamental to a vibrant and healthy society and help define what it is to be a New Zealander.

Culture is produced by creative and innovative individuals, groups and organisations. The activities, goods and services they create, produce, distribute and present to the world have a value which is social and economic, as well as cultural. Cultural expression expands individual capacities, helps bind society and provides jobs and innovation in the economy.

Māori culture is central to our sense of New Zealand's uniqueness as a place, a society and a nation. Strong partnerships between Māori and the Crown will ensure Māori culture is protected and flourishes.

The earthquake recovery effort in Canterbury has focused the nation's attention on the contribution of culture, in all its dimensions, to urban life design and the spirit of renewal. As a super city leading New Zealand's rapid demographic transformation, Auckland is emerging as a vibrant hub relishing its strong Pacific and Asian links.

Culture strongly influences how we think and feel not just about our big cities, where most of New Zealand's population lives, but our overall sense of who we are.

Government makes a significant contribution to the broad cultural sector each year. In 2014/15, government is investing almost \$400 million in heritage, the arts, media

and sport through Vote Arts, Culture and Heritage and Vote Sport and Recreation. Support to the cultural sector is also provided through other public sources, most notably education and local government. \$72.6m was provided by the Lottery Grants Board in 2012/13 to four key cultural sector agencies. The cultural sector, in turn, contributes to achieving a wide range of outcomes across other government portfolios beyond the cultural sector itself.

This cultural sector strategic framework will inform the criteria for prioritising government investment, to ensure New Zealand's distinctive culture flourishes now and for generations to come.

How we use the word "culture"

This document uses the word "culture" in a broad way to include Māori culture and the cultures of all New Zealanders. When we refer to culture we see it as including arts, heritage, media, and sport and recreation.

What we include in the "cultural sector" and "funded agencies"

When this document refers to the "cultural sector" we are referring to the mixed (private and public) economy of producers, distributors, consumers and funders of cultural goods and services. "Funded agencies" refers only to those agencies funded directly through the Ministry under Vote Arts, Culture and Heritage and Vote Sport and Recreation.

Enduring cultural sector outcomes

Four enduring outcomes bind our sector and guide our long term public investments.

Create	Engage
Cultural and sporting practitioners and organisations create, produce and distribute a broad range of cultural works, experiences and activities, distinctively ‘New Zealand’ in form, voice and/or content. Creative talent and innovation enhance our way of life and make a valued contribution to the economy and society.	New Zealanders and international audiences increasingly access and engage with taonga and other cultural works, places and activities with enjoyment and understanding.
Preserve	Excel
Cultural practitioners and organisations collect, record, protect and present taonga for the benefit of present and future New Zealanders.	High achieving, talented and innovative cultural and sporting practitioners inspire high achievement in others, leading to enhanced social and economic well-being and community and national pride.

In advising ministers and partnering with the cultural sector, to achieve our enduring outcomes, our work is guided by the following principles:

New Zealand stories and talent

High quality New Zealand content shines through in a crowded cultural landscape, revealing our distinctiveness and encouraging new voices, new forms of expression and new stories.

Recognition of Māori as Tangata Whenua

Te Tiriti o Waitangi frames the Crown-Māori relationship and guides our on-going commitment to supporting iwi-Māori aspirations.

Stewardship / Kaitiakitanga

There is a present day responsibility to ensure cultural assets, experiences and resources are available to future generations.

Reasonable access

All New Zealanders should have reasonable access to publicly funded cultural activities, goods and services.

An open creative economy

A healthy cultural economy balances protection of creative property while fostering diverse markets for production and distribution.

Diversity of perspective

Freedom of cultural expression is critical for a well-functioning democracy.

Efficient use of resources

With limited public resources it is important that the value of public investment is well understood and used to inform decisions.

Sector priorities 2014–2018

Together with the Crown-funded agencies in the cultural sector, the Ministry has identified five focus areas to improve outcomes for New Zealanders over the next four years.

Fostering inclusive New Zealand identity

New Zealand's demographic profile is changing in terms of age, ethnicity and location. There is a new sense emerging of what it is to be a New Zealander, how we see ourselves and how we present to others as an attractive place to live, work and visit. The Ministry is working with other departments and cultural agencies to support examination and expression of what it means to be a New Zealander and to foster an inclusive New Zealand.

Supporting Māori cultural aspirations

Māori culture and heritage is a defining feature of New Zealand identity in the world. The preservation and expression of Māori language, arts culture and heritage needs to be well supported. Cultural agencies are committed to working in partnership with iwi-Māori to advance their long term cultural aspirations for the benefit of Māori and all New Zealanders. In the post settlement environment iwi are better positioned to advance their own cultural aspirations and will demand a high level of responsiveness from government and its agencies.

Front footing transformative technology

New Zealanders want access to the best of what the world has to offer and high quality New Zealand content which shines through in a crowded, borderless global environment.

Changing technology continues to impact on traditional business models and to provide new opportunities for all cultural agencies. The means of production and distribution of cultural goods and services are increasingly available at low cost to almost everyone. Through the development of digital skills, online rights policies, trans-media, new mobile applications and other innovative business solutions New Zealand creative talent and organisations are positioning themselves to control and manage their endeavours to reach a wider audience. The Ministry is working to support an environment where skills, infrastructure and property rights support innovation and creation.

Improving cultural asset sustainability

New Zealand's cultural activity is sustained by an infrastructure of tangible and intangible cultural assets built over time. With static or declining baselines for public funding, the Ministry, cultural agencies, iwi and local government are working together to plan and prioritise development and to increase revenue from non-government sources. Success will require the development and maintenance of new partnerships and identification of smarter ways of operating.

Measuring and maximising public value

Cultural expression contributes to a vibrant and healthy democratic society. The cultural agencies are working together to better understand the public value of cultural goods and services, including their economic and social benefits. This will ensure better decisions and choices can be made to maximise public benefit from the government investment in the sector.

Medium term sector shifts and impacts

The corresponding *medium term sector shifts and impacts* to address these challenges and opportunities are:

	Current state / 2014	Future State / 2018
Inclusive Identity	Cultural 'infrastructure' has not kept pace with the renewed rapid rise in the diversity of the population, along with a continued urbanisation. This dynamic requires a coordinated approach that binds our sense of what it means to be a New Zealander.	New Zealanders have a strong shared sense of attachment to New Zealand, value diversity and are actively participating in our cultural life and democracy. New Zealand identity is strong globally.
Māori Aspirations	Cultural agencies are committed to working with iwi-Māori to support Māori cultural expression. Iwi are at varying stages in the Treaty settlement process and positioning to advance their own cultural aspirations. Iwi demand a higher level of responsiveness from government and its agencies.	Iwi-Māori, Manatū Taonga Ministry for Culture and Heritage and cultural sector organisations have strengthened capacity to advance Māori cultural aspirations for the benefit of Māori and for all New Zealanders.
Front-foot Technology	New Zealand creative practitioners and organisations have the skills and capability to deliver quality cultural experiences but uptake of transformative technologies to enhance production, distribution and access is variable.	New Zealand creative practitioners and organisations have mastered skills and capabilities to front-foot technological innovation. There is greater scope to select and manage production, distribution and access. New Zealand is recognised as a leader in enabling ease of access to, and re-use of, creative content.
Sustainable Assets	Many of New Zealand's cultural facilities are largely dependent on local government resourcing outside the main urban areas and vulnerable to declining rating bases. The Canterbury earthquakes have highlighted the challenges all communities face in maintaining cultural assets, skills and capabilities.	There is a greater clarity on the most valuable cultural assets and priorities for investing in cultural infrastructure (tangible and intangible) over time within available resources.
Public Value	Decision-making and choices in the cultural sector rely on expert judgement but there is an underdeveloped understanding of the public value of culture.	Decision-making and choices in resourcing cultural infrastructure and cultural activity are better informed by data, evidence and understanding of the public value of culture.

How will this strategic framework be used?

This strategic framework provides the basis for guiding future investment - be it testing the value of new proposals or reviewing the value of existing programmes. Optimisation is a continuous process at the margin.

The Ministry's approach to better decision-making is based on the degree to which investments/proposals serve our four enduring outcomes and five medium term sector priorities. These investments should be consistent with the guiding principles set out in this framework.

Problems with commensurability and good information on public value are a major global challenge for cultural policy. We cannot use these challenges as an excuse for inaction because decisions will be made regardless.

Therefore to make progress, our approach to maximising outcomes is to:

- work in partnerships which serve a range of outcomes (e.g. WW100) as partners do not join if they do not see value
- apply our *Value and Culture; an economic framework* so we can better frame and describe value propositions
- adopt a portfolio approach so we can effect resource shifts between different agencies and activities
- take an active/adaptive 'real-time' learning approach to boost monitoring and evaluation and feed the learning into policy and coordination
- work with our agencies to identify how public preferences can be revealed/developed and applied in 'near real time' (e.g. crowd funding, arts education).

Proposals, reviews and government commitments which make it initially on to the strategic agenda are subjected to the policy analysis process and start with a fulsome consideration of the role of the state in cultural policy¹. In relation to a desired objective, a *prima facie* case for government intervention has to be established. Once a case is established policy analysis proceeds to analysis of options with possible interventions assessed and advice given on the most cost-beneficial mix against a stated objective. The types of interventions typically include:

- advice to government
- regulation
- funding and monitoring
- delivery
- information.

If a government ultimately decides to act, a range of implementation options are considered. Depending on the cultural policy objective, government may make use of 'arm's length' institutions to provide specialist expertise and/or preserve independence of decision-making in expression of artistic freedom and regulatory standards.

Due to the medium term focus of this strategy, monitoring of progress will focus on the impact of outputs and deliverables that contribute to achieving each sector shift by 2018. Outcome monitoring is part of our cultural indicator programme and set on a longer term time scale.

¹ *The Role of the State in Cultural Policy*, MCH, 2014

Maximising the extent to which **New Zealand's distinctive culture enriches our lives**
by
creating, preserving, engaging and excelling in
New Zealand cultural expression

