



# Ministry for Culture and Heritage, Long-term Insights Briefing 2022

Report of the Social Services and Community  
Committee

May 2023

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Angie Warren-Clark  
Chairperson

# Ministry for Culture and Heritage, Long-term Insights Briefing 2022

## Recommendation

The Social Services and Community Committee has considered a long-term insights briefing from the Ministry for Culture and Heritage—Manatū Taonga, and recommends that the House take note of its report.

## About long-term insights briefings

The Public Service Act 2020 requires chief executives of government departments to develop and publish long-term insights briefings at least once every three years. The briefings must be produced independently of the relevant Minister. The chief executive must consult the public on the subject matter of the report, and a draft version. The 53rd Parliament is the first time that long-term insights briefings have been prepared and considered.

The purpose of the briefings is to inform the public about the medium- and long-term trends, future risks, and opportunities facing New Zealand. The briefings should provide information, impartial analysis, and potential policy responses to the challenges identified in the briefing.

## About this briefing

In December 2022, the Ministry for Culture and Heritage—Manatū Taonga presented its first long-term insights briefing to the House.<sup>1</sup> It was referred to this committee for consideration. We held a hearing with the ministry to discuss the briefing.

Manatū Taonga told us that a thriving arts and culture sector creates substantial social and cultural value for New Zealand. People who participate in cultural or recreational activities enjoy health and wellbeing benefits. The sector also generates around \$13 billion each year, and employed just under 100,000 people as at the end of March 2022.

During consultation with the cultural sector, Manatū Taonga set out to explore which factors will influence the future vibrancy and resilience of the sector. The ministry analysed themes in the submissions it received and identified five priorities for the sector as the focus for its briefing.

The briefing focused on te ao Māori; funding, investment, and value; population change; digital technologies; and climate change. It also explored the role of the ministry as a steward of the cultural and creative ecosystem. This report covers the main points raised in the briefing, as well as our 20 minute hearing with Manatū Taonga.

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<sup>1</sup> [You can read the Long-Term Insights Briefing here.](#)

We heard that during the consultation process Manatū Taonga also reflected how the pathways to the future relate to its own strategic framework, *Te Rautaki o Manatū Taonga*.<sup>2</sup> The framework outlines Manatū Taonga's direction to 2040: "Kia te puāwai te ahurea, Ka ora te iwi / Culture is thriving, the people are well".

### **Manatū Taonga's use of workshops during consultation**

In late 2022, Manatū Taonga hosted five workshops to discuss the priorities in more detail. Each workshop centred on one of the priorities. Manatū Taonga heard from a range of organisations and individuals across the arts and culture sector. Much of the long-term insights briefing focuses on the workshop findings.

### **Te ao Māori**

Workshop participants said that cultural agencies need to improve their practical understanding of how to enact a Treaty-based approach. Participants emphasised that greater Māori representation in the leadership of major cultural institutions is needed. Participants noted that agencies could collectively increase the number of Māori working in the sector, rather than competing for those already there. Participants also identified tension between Māori cultural identity outside and within New Zealand, and a need for Māori to showcase their own displays, rather than being showcased by the Government.

Manatū Taonga said it has an opportunity to position te ao Māori and Te Tiriti o Waitangi at the heart of the sector. The ministry's primary method of doing this is to centre Te Arataki, its Māori strategy, at the heart of all its actions.

Manatū Taonga noted that it needs to support Māori to reach leadership positions across the sector. The ministry acknowledged that there is unequal capacity and capability across iwi/Māori to engage in the cultural sector, and said it can help with building this capacity and capability.

### **Funding, investment, and value**

Workshop participants said the sector should be thought of as an "ecology" that is interdependent, interconnected, and growing from the ground up. Participants suggested that the current funding and investment system is unable to adapt to change and innovations. It also deters collaboration by encouraging competition. Participants also said that the flaws in the current system disproportionately affect youth. Manatū Taonga heard that government institutions act as gatekeepers to funding, but make funding decisions too slowly.

Participants were also concerned about the role of gambling revenue in funding arts and culture, about declining philanthropy, and the trend of hiring staff on a project basis. We heard that many sector workers are self-employed, and working in a "gig economy".<sup>3</sup> Manatū Taonga told us that the sector's culture is dominated by making do with insufficient funding. This creates knowledge gaps and reduces wellbeing.

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<sup>2</sup> You can read about Te Rautaki, and Te Arataki, MCH's Māori strategy, in *MCH's Annual Report 2021/22*.

<sup>3</sup> "Gig economy" refers to a labour market that relies heavily on temporary and part-time positions filled by independent contractors and freelancers rather than full-time permanent employees.

Participants called for culturally appropriate ways of collecting data, which would produce more robust data and measurements to support the value of arts and culture. Feedback noted that remuneration for creatives should incorporate the total cultural and social value that cultural workers facilitate.

Manatū Taonga suggested that it can consider how to rapidly provide funding to those in need, while retaining accountability for public funds. It will continue to design funding and investment strategies that aim to support regional and local arts, culture, and heritage.

The ministry said it can champion the value of arts, culture, and heritage across traditional agency, sectoral, and disciplinary boundaries. It said it can collate and share evidence, data, and insights that demonstrate the positive effects of the sector.

We are interested in Manatū Taonga's outcomes and goals in regards to fair pay and remuneration for workers in the sector. Manatū Taonga told us that it is working with Creative NZ and other organisations on a sustainable economic strategy for the arts and culture system, and that Creative NZ maintains a "live policy" on fair remuneration.

## **Population change**

Feedback acknowledged New Zealand's increasing diversity, including people with disabilities, and the LBGTQIA+ community. Participants observed that different worldviews are lost when individuals leave cultural institutions, because diversity is not structurally embedded.

Participants said that local communities and experts should be empowered to define their own outcomes, and be involved in the planning phase of initiatives. Collections of Māori art and taonga should be moved back to their communities of origin, with a particular focus on access for low socio-economic communities.

Many submissions noted that new, young practitioners in the sector are uncertain about how to access sustainable mentorship, networks, and expertise. Workshop participants expressed concern about the effect on youth of having to work several jobs to cover the costs of being a creative without assured funding.

Manatū Taonga said it can support New Zealand's diverse communities to tell and connect with their own stories. The ministry also said it can look beyond traditional engagement partners and models to invite a greater range of perspectives from different communities.

## **Digital technologies**

Participants described an increasingly fragmented and global environment. They viewed New Zealand's regulatory systems as no longer fit for purpose in areas such as intellectual property, fair remuneration for creators, the movement of advertising revenue to international companies, and the growth of misinformation. Regulation was also seen as necessary to protect data sovereignty.

Participants emphasised a focus on audience and creators, and said the challenge is in how technology affects content creation and delivery. They said capacity-building is needed to develop skills and infrastructure. This will allow creative workers to reach audiences and monetise their products. We heard that digital technologies can also enable more participation from diverse communities, including the disabled.

Many New Zealanders now get all their news and entertainment through apps and streaming services. Participants noted that vulnerable New Zealanders could be left behind, creating inequities, and potentially damaging trust in public institutions.

Manatū Taonga said it can work to design principles-based policy and legislative settings that are fit for the future, and support the protection of Māori data, content, and stories. The ministry can also support New Zealand digital content creation and discoverability. We look forward to hearing about Manatū Taonga's progress in these areas.

## **Climate change**

Participants expressed concern about the sector's lack of resilience to climate change and pandemics. The cost of destruction from climate-change-induced disasters, and of mitigating further crises, was also seen as making it more challenging to advocate for arts, culture, and heritage funding.

However, the sector can support innovative responses, encourage community engagement, and lead strong storytelling around climate change messages. "Impact investment" based on the values of empathy, connection, nurture, and care could be a new way of looking at environmental and social outcomes. Participants requested clarification on how the sector can support government efforts.

Manatū Taonga said it can use arts and culture to persuade New Zealanders to take action against climate change. It said it can support the sector to consider how to produce arts and culture that minimises the effect on the climate.

## **Our views on the briefing**

We thank Manatū Taonga for this briefing. We appreciate its exploration of the factors that will influence the future vibrancy and resilience of the arts and culture sector. We acknowledge that the ministry engaged with its cultural and creative partners in developing the briefing, including representatives of the whaikaha (disabled) community. Some of us felt that the briefing addressed predictable areas, and did not reflect the diverse views of the sector.

We note the concern expressed by participants around the future effects of climate change. We acknowledge that, in recent extreme weather events, some artists in Te Tairāwhiti and Hawke's Bay have lost their entire bodies of work.

We encourage others to read the ministry's long-term insights briefing.

## Appendix

### Committee procedure

We met between 22 February and 17 May 2023 to consider this briefing. We heard evidence from the Ministry for Culture and Heritage. [The Long-Term Insights Briefing is available here.](#)

### Committee members

Angie Warren-Clark (Chairperson)  
Karen Chhour  
Dr Liz Craig  
Dr Emily Henderson  
Anahila Kanongata'a  
Ricardo Menéndez March  
Terisa Ngobi  
Maureen Pugh  
Hon Louise Upston

Hon Jacqui Dean, Hon Aupito William Sio, Harete Hipango, and Simon O'Connor also participated in our consideration.

### Evidence received

We held a hearing with the Ministry for Culture and Heritage about its Long-Term Insights Briefing. [You can watch the hearing here.](#)