



# TAURANGA VANANGA MINISTRY OF CULTURAL DEVELOPMENT (MoCD)



Photo: Ministry of Cultural Development

## CAPACITY ASSESSMENT REPORT February 2018

Prepared by the Office of the Public Service Commissioner with Pacific Consultants Ltd

## ACRONYMS

ACP-EU	African Caribbean and Pacific – European Union
ANZAC	Australia and New Zealand Army Corps
BP	Business Plan
CDP	Capacity Development Plan
CIIC	Cook Islands Investment Corporation
CILMS	Cook Islands Library and Museum Society
CIRCS	Cook Islands Centre for Research and Cultural Studies
DVD	Digital Optic Disc
FTE	Full Time Equivalent
GDP	Gross Domestic Product
HRM	Human Resource Management
ICT	Information and Communications Technology
MFEM	Ministry of Finance and Economic Management
MoCD	Ministry of Cultural Development
MoE	Ministry of Education
NAC	National Arts Council
NCP	National Cultural Policy
NCS	National Cultural Strategy
NSDP	National Sustainable Development Plan
OPM	Office of the Prime Minister
OPSC	Office of the Public Service Commissioner
PARBICA	Pacific Regional Bureau of the International Council of Archives
PIFS	Pacific Islands Forum Secretariat
PSC	Public Service Commissioner
SPC	Secretariat of the Pacific Community
TK	Traditional Knowledge
TMN	Te Maeva Nui (Annual Constitution Celebrations)
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USP	University of the South Pacific
VIP	Very Important Person/(s)
VSA	(New Zealand) Volunteer Services Abroad
WIPO	World Intellectual Property Organisation

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## EXECUTIVE SUMMARY

The Cook Islands National Cultural Policy 2017-2030 (NCP) endorsed in October 2017, states “culture is our responsibility to preserve, protect and develop...and it should be accorded the highest respect.” The United Nations define culture as *“who we are, where we have been, and where we are going. Development cannot be sustainable without it.”* The Pacific Regional Cultural Strategy states *“Culture is the mirror of a nation and endows it with a set of norms that sharply point out the standard of a society. It is the dynamic force of our development with respect to economic growth, but also it is the breath that blows the conch shell of a nation’s identity and its intellectual, moral and spiritual life. Cultures of the region do indeed connect and uplift us and those we meet along the way.”* Cultural identity develops and promotes the distinctiveness of Cook Islands traditions, customs, beliefs and skills. Cultural heritage is the identity and legacy shared through generations with food, clothes, architecture, monuments, art and art forms, and artifacts. In the Cook Islands, culture is all that constitutes the way of life of Cook Islanders including heritage inherited from the past. All Cook Islanders already participate in the cultural sector as artists, performers, viewers, heritage advocates, communities and supporters.

The NCP implementation plan is the National Cultural Strategy (NCS) with estimated costs of \$5million required over the first five years. The Ministry of Cultural Development (MoCD) Capacity Assessment was designed to assess the MoCD’s capacity to implement the NCS through a review of its policy and legal mandates, leadership and management, staff and organisational capability. The key findings are summarised below with recommendations inserted in a Capacity Development Plan (CDP) requiring an additional \$750k per annum over the short term.

The assessment found culture is very much alive with the private sector driving the creative arts industry and the MoCD facilitating national cultural events, however the current investment by government at one percent (1%) of the national budget was inadequate to develop the sector’s untapped potential. Culture is an important pillar for economic and social development, underpinning our tourism industry and education system. But the sector’s growth is dependent on sustainable investments from government and the private sector.

In terms of policy and legislative mandates MoCD needs to identify stakeholders and indicators to measure progress towards the NCP/NCS outcomes sought. The absence of a sector policy and governance framework has led to much of the sectors development being adhoc and driven by the goodwill of passionate cultural enthusiasts and practitioners. Research suggests that in developing the cultural sector, lessons can be learnt from New Zealand’s (NZ) ‘arm’s length’ sector governance model. The NZ Ministry of Culture and Heritage sets policies for the sector, while crown funded cultural agencies with governing boards perform cultural functions within the sectors policy parameters. The assessment recommends the government increase its annual investment in the MoCD and sector by \$750k through an adaptation of the NZ governance model - i.e. National Arts Council. The Council’s role would include providing policy advice to the MoCD, administering a Cultural Development Fund for cultural development activities, monitoring implementation of the NCS and engaging with sector stakeholders. Increasing visibility and accessibility to culture and heritage through the funding of well-governed, efficient and sustainable cultural organisations in the private and non-government sectors can be supported through this model. However, very robust performance and financial accountability requirements from these organisations are required. MoCD legislative mandates need strengthening to ensure it can operate effectively in the 21<sup>st</sup> century and lead this emerging sector to realise its potential.

Leadership and management findings require the MoCD to strengthen its planning, monitoring and evaluation framework, and reporting templates to improve performance accountability.

The MoCD organisational culture and service delivery is impeded by poorly maintained building infrastructure, inadequate resourcing, planning and staff capability. The assessment found the Cook Islands Investment Corporation (CIIC) has failed to produce annual maintenance plans for the auditorium, archives, and library and museum buildings, leading to all not being fit for purpose. Inadequate resourcing of MoCD’s legislated functions in seven separate Acts, and the government trading revenue policy - cost recovery approach, has led MoCD to primarily focus on hosting national events to generate revenue to cover its operating costs. This has led to staff spending 20 percent (%) of their time supporting national events and consequently neglecting other MoCD core functions. Recommendations are for an annual buildings maintenance plan with CIIC, and for CIIC as the property owner of MoCD buildings to conduct a warrant of fitness check on the national auditorium, including alternative management or leasing options for the building. The assessment also recommends the Ministry of Finance and Economic Management review the government trading revenue policy and treatment of depreciation.

A new MoCD organisational structure is proposed for consideration that reflects the NCS outcomes under each of the existing MoCD outputs/divisions. Staff capability is an area that needs more focus with a national archivist being crucial for the development of the national archives and workforce. Inadequate budget for this division is inhibiting the completion of a digitisation project and staff development. A strategy for maintaining future archives is pertinent for determining the level and mix of staff and resources required. The national library requires resourcing for an electronic database, however an alliance between the University of the South Pacific and Cook Islands Library and Museum Society has created an opportunity for MoCD to work with these organisations to share limited resources to strengthen the national library service. A regional report on “Shaping National Library Services” is a useful reference guide on how MoCD can improve its library services. The national museum has operated relatively well with the limited resources it has. However, a review of equipment requirements is needed, along with formalised partnerships with the private sector to promote exhibitions and events. Technical skills in audio, visual, lighting need to be identified for running events at the national auditorium.

In terms of cultural governance within MoCD, strengthening human resources, financial, information and relationship management will build the integrity and capacity of the MoCD to lead the cultural sector. Well managed finances, informed decision making and risk mitigation are essential to determine the effectiveness of cultural investments. MoCD needs to develop a workforce plan that captures its core functions, tasks and staff competencies required now and in the future. Along with performance management, the workforce plan can be used to identify staff training and development programmes, including career pathways for Cook Islanders working in the cultural sector. The assessment recommended MoCD work with MFEM to determine its operating budget requirements based on its mandated functions and ongoing costs for MoCD-owned assets. A review of MoCD Information Communications Technology (ICT) requirements is needed to ensure the Ministry has relevant databases and an ICT platform that supports the generation of information for decision making, reporting, policy development and evaluation. Collaboration with the MFEM statistics division is required to develop cultural statistical data to monitor indicators such as language use, engagement in cultural activities and the preservation of cultural heritage, including indicators in the NCS. Finally, the NCS requires national, regional and international partners to assist MoCD achieve these sector goals. Formalised partnerships are recommended to ensure roles and responsibilities are clearly articulated. There are 33 recommendations from the assessment shown under the three outputs of MoCD – linked to NCS key focus areas (Figure 1 refers).

Cultural Identity – NCS 1. Language, 2. Art and all art forms and 4. Cultural industry
Staff capability <i>National Auditorium</i> (1)
<ul style="list-style-type: none"> <li>Identify technical skills required to run events at the auditorium</li> </ul>

### Cultural Heritage – NCS 3. History and historical sites

#### Staff capability *National Archives* (4)

- Appointment of a national archivist
- Request budget to send staff to the NZ archives to complete the digitisation project
- Seek VSA assistance to support staff with archives work and capacity development
- Develop a strategy for maintaining future archived records

#### Staff capability *National Library* (3)

- Work with USP and the CILMS to develop a plan for strengthening the national library services together with the Cook Islands Centre for Research and Cultural Studies
- Consider recommendations from the “Shaping Sustainable National Library Services” report
- Seek funding for a Cloud 9 library database, if required -post USP/CILMS discussions

#### Staff capability *National Museum* (2)

- Review equipment and building requirements for the museum
- Work with private sector partners to promote further exhibitions and events

### Cultural Governance – 5. Support and coordination

#### Policy and legislative mandates (2)

- Confirm the NCS stakeholders and indicators to measure progress
- Strengthen the MoCD legislative mandates

#### Sector governance (4)

- Obtain political will for increased investment and adequate resourcing for MOCD's role as a sector policy maker and regulator
- Revive the National Arts Council (NAC)
- Re-establish the Cultural Development Fund for cultural development
- Confirm the NAC functions and membership requirements

#### Leadership and organisational management (3)

- Secretary to establish planning processes with each of the Divisional Heads
- Monitoring and evaluation framework established with risk management
- Develop data templates and report on the cultural sector outcomes

#### Organisational culture and service delivery (4)

- Confirm an annual repairs and maintenance programme with CIIC
- CIIC conduct a risk assessment and warrant of fitness on the national auditorium
- CIIC conduct a feasibility study on alternative management/leasing of the auditorium
- MFEM to review governments trading revenue (cost recovery) policy and depreciation

#### Organisational structure (1)

- Consider adopting the proposed MoCD functional structure with defined outputs

#### Human Resource Management (3)

- Develop a MoCD workforce plan
- Implement performance management within MoCD
- Develop a MoCD training and development plan

#### Financial Management (2)

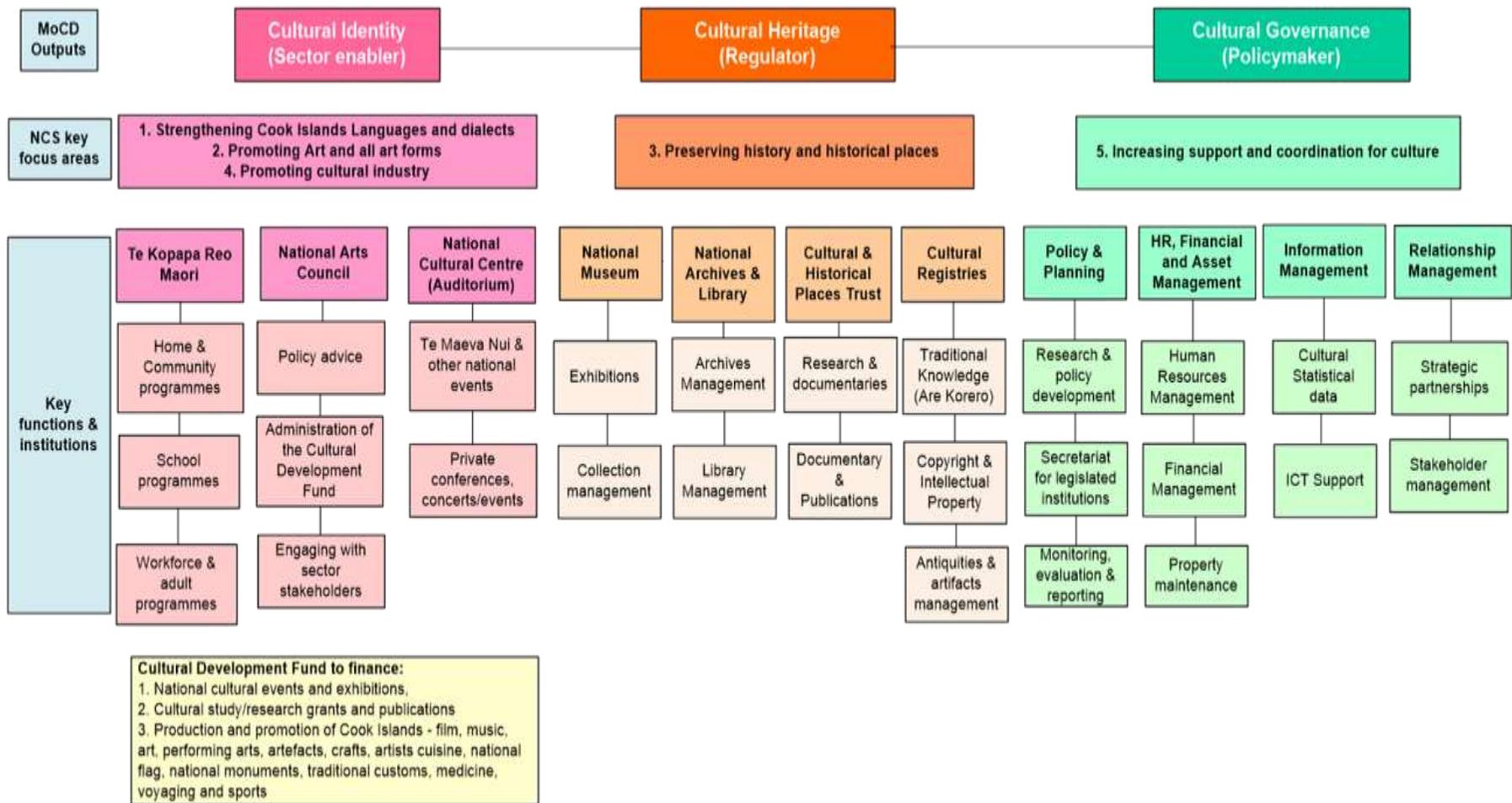
- Work with MFEM Treasury division to determine operating budget requirements
- Work with MFEM Budget Division to confirm maintenance costs for MoCD assets

#### Information Management and ICT (2)

- Work with the OPM ICT Division to review ICT requirements
- Work with MFEM Statistics Division to develop national cultural statistics data

#### Relationship Management (2)

- Clarify the role of national, regional and international partners in achieving the NCS
- Pursue formal Memorandums of understanding (MoU's) with strategic partners



# 1. BACKGROUND OF THE ASSESSMENT

## 1.1 Description of the context in which the assessment was conducted

### National

Te Kaveinga Nui -The National Sustainable Development Plan (NSDP) defines the country's national vision and goals. The third iteration of this plan 2016 -2020 has 16 goals. The NSDP vision is for the people of the Cook Islands "to enjoy the highest quality of life consistent with the aspirations of our people and in harmony with our culture and environment." The NSDP states "our values are reflected in the culture we practice, the choices we make, and ultimately determine who we are as a nation." This provides the backdrop for this capacity assessment for the Ministry of Cultural Development (MoCD) and provides the pathway going forward. The MoCD is responsible for leading the cultural sector in achieving goal 14 to "Preserve our heritage, history, and traditional knowledge, and develop our language, creative and cultural endeavours." Goal 14 highlights the importance of culture in the lives of Cook Islanders in contributing to social, economic and environmental development. There are three indicators that measure progress. They include embracing Te Reo Maori (the Cook Islands language), engagement in cultural activities, and the preservation of cultural heritage: historical information, traditional knowledge, cultural art and artifacts.

Indicator 14.1: Cook Islands Maori literacy rates - promotes Cook Islands Language and recognises language is a cornerstone of Cook Islands culture and identity. It measures Cook Islands Maori literacy among children in schools, people in their homes, workplace and community.

Indicator 14.2: Average engagement in cultural activities - promotes cultural engagement by recognising Cook Islands traditions and customs are pivotal to perpetuating Cook Islands culture. It measures the involvement of people in cultural activities as the conduit for connecting with customs, cultural heritage, traditional communities and church groups.

Indicator 14.3: Number of Cook Islands articles, artifacts, media and other cultural resources that are catalogued or developed and digitally archived. Archiving and protecting our cultural heritage is critical for preserving and promoting the rich history of the Cook Islands embedded in the arts, crafts, documents, sounds and films of the past. This indicator measures efforts to preserve cultural heritage, to ensure these are accessible by the public and preserved for future generations.

### International and Regional

The United Nations 2030 Agenda for Sustainable Development states "*Culture is an enabler of the economic, social and environmental dimensions of sustainable development.*" The Cook Islands became a member of UNESCO in 1993 and in August 2016 ratified the Intangible Cultural Heritage convention. UNESCO states "*the cultural and creative industries are among the fastest growing in the world, representing 30 million jobs worldwide. Global trade in creative goods doubled between 2004 and 2013, and today the creative economy contributes 6.1% to the global economy representing USD 4.3 trillion per year. The creative economy employs more people aged 15 to 29 than any other sector. These industries contribute to economic growth, empowerment of women, youth and other marginalised groups. Intangible culture heritage represents a source of resilience and knowledge for addressing key challenges, including poverty, providing quality education and climate change.*"

There are two regional strategic plans that support the work of MoCD. The 2014 framework for Pacific Regionalism is coordinated by the Pacific Islands Forum Secretariat (PIFS) to address the region's key strategic issues. The values include *"We treasure the diversity and heritage of the Pacific and seek an inclusive future in which cultures, traditions and religious beliefs are valued, honoured and developed."* The Regional Cultural Strategy: Investing in Pacific Cultures 2010–2020 is coordinated by the Secretariat for the Pacific Community (SPC). SPC is the secretariat for the Council of Pacific Arts and Culture who hosts the Festival of Pacific Arts biannually in different countries of the Pacific. The Council brings together all SPC member countries, Hawai'i, Norfolk Island and Rapa Nui, and draws in a network of regional and international partners. The Council is active in setting the culture and arts agenda for the region with SPC as its secretariat. The Council sees culture as *"integral to the continued wellbeing of our people and social, economic and political development of the region."* SPC oversees the achievement of the Regional Cultural Strategy (RCS) with 10 goals shown below:

1. Mainstream culture into national social and economic development planning and policy
2. Protect and promote cultural rights
3. Develop and maintain cultural sites, spaces and infrastructure
4. Expand the Pacific cultural industries
5. Mainstream arts and culture in education and training
6. Promote funding and investment in the cultural sector
7. Mainstream culture in other social and economic sectors
8. Strengthen the cultural sector at the regional level
9. Develop cultural standard setting tools
10. Strengthen PIFS' capacity to implement objective 11 of the Pacific Plan

RCS vision is "Pacific cultures are valued, cherished and supported-now and in the future." The 26<sup>th</sup> meeting of Council and Ministers of Culture in June 2017 called for:

- Improvements in the management and organisation of the Pacific Arts Festival;
- Further strengthening the Council of Pacific Arts and Culture;
- Culture policy development and planning;
- Mainstreaming culture in disaster risk reduction;
- Cultural industries and cultural intellectual cultural property;
- Cultural heritage preservation and promotion of the diversity of cultural expressions;
- Funding and development partner support;
- Capacity building of human resources in the cultural sector, including cultural statistics;

Ensuring support for the University of the South Pacific (USP) Professional Certificate in Heritage Management and Bachelor of Arts in Pacific Studies, Heritage and Arts, and scholarships for arts and culture sector studies

There are many international and regional organisations operating in the cultural sector. They include UNESCO, PIFS, SPC and European Union. The Pacific Regional Branch of the International Council on Archives (PARBICA) is a professional organisation that promotes the effective management and use of records and archives across the Pacific and preserving the archival heritage.

## **1.2 Description of the primary clients of the assessment**

The administrative mechanism established to promote Cook Islands culture was introduced in the late 1980's through Prime Minister Geoffrey Henry, a keen cultural enthusiast. During his tenure as Prime Minister, the legislative framework for the Ministry of Cultural Development (MoCD) and the National Auditorium were established. The National Arts Council was revived to coordinate cultural events. The initiative was prioritised with the creation of expressive arts, a large influx of tourists into the country, and the knowledge assimilated and adopted by Cook Islanders on the culture of the other regions. The Ministry of Cultural Development Act 1990

repealed the National Arts Council Act 1981/82 and provided for the preservation and enhancement of the country's cultural heritage, unique cultural identity and encouragement of its cultural art forms. Today the MoCD administers the MoCD Act 1990 and amendments. Although the MoCD is relatively young compared to other ministries of government, the laws that govern the activities carried out by MoCD are historic and enshrined in the Constitution. *"Native antiquities, defined as native relics, articles with ancient native tools and according to native methods, and all other articles or things of historical or scientific value or interest and relating to the Cook Islands"* are protected by the Cook Islands Amendment Act 1950. The MoCD's role since 1990 is being the only government Ministry charged with protecting and leading the nation's cultural sector. Failure to undertake this role effectively may see cultural heritage and art forms, and the nations' national identity weaken and lose importance.

### **National Cultural Policy (NCP) amend National Cultural Strategy (NCS)**

The Cook Islands National Cultural Policy 2017-2030 (NCP) and National Cultural Strategy 2017-2030 (NCS) was endorsed by Cabinet in September 2017. The NCP reflects government's intentions for the cultural sector while the NCS reflects specific objectives, strategies and actions for implementation under the five key areas of focus. These include:

1. Enhancing and promoting the use of the Cook Islands Maori language,
2. Preserving, perpetuating and promoting art and all art forms
3. Preserving, perpetuating and promoting cultural history and historical places
4. Promoting the sustainable growth of the cultural industry
5. Increasing support for culture from all government sectors and the community, including regional and international development partners

### **The National Cultural Policy 2017 (NCP) mission is:**

"Kia matutu ta tatou peu Maori ei tutau no to tatou oraanga tiratiratu"

"To strengthen our culture as foundation for achieving a high quality of life"

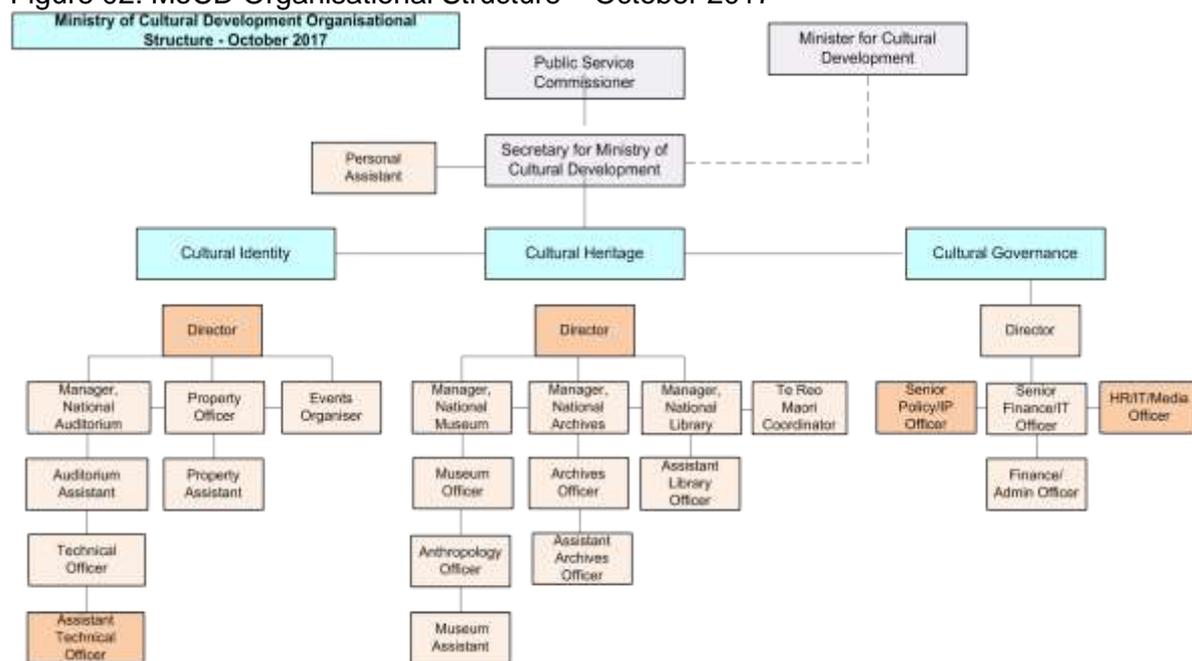
It emphasises that Cook Islanders will succeed in life if their cultural foundations are strong. The NCP is a milestone achievement and intent on better defining, strengthening and promoting the nation's cultural identity and heritage. The NCS shows 'what' needs to be done over the next 13 years and attempts to cost actions for the first five years under the 20 strategic areas at \$5million. The next steps will be to identify stakeholders responsible for implementing these actions together with the MoCD, determining when the work will take place, what existing and additional resources are required, and deciding what indicators to use to measure success.

### **MoCD's role**

The Ministry is responsible for administering seven acts: The Ministry of Cultural Development (MoCD) Act 1990, Public Records Act 1984, Cultural and Historical Places Act 1994-95, Antiquities and artifacts Act 1994-95, Te Reo Maori Act 2003, Traditional Knowledge Act 2013 and Copyright Act 2013.

The MoCD Secretary is appointed by the Public Service Commissioner as the head of the MoCD under section 14 of the Public Service Act 2009. The Secretary reports to the Commissioner on matters relating to governance, employment, performance and administration, and to the Minister on policy matters. The Secretary manages employees and contractors engaged to deliver the Ministry functions. There are 20 full time equivalent (FTE) staff filling 24 positions on the organisational structure (*Figure 02: refers*) under three divisions: Output 1-Cultural Identity, Output 2-Cultural Heritage and Output 3-Cultural Governance.

Figure 02: MoCD Organisational Structure – October 2017



### 1.3 Output 1 Cultural Identity

There are six full time equivalent (FTE) staff. The Director position remains vacant along with an Assistant Technical Officer position. All staff employed under this output concentrate on the delivery of events held at the auditorium, including grounds maintenance and cleaning of the building. The auditorium events schedule is the divisional work programme.

Gender	Years of Service	Position Description
Male	7	Manager, National Auditorium
Female	1	Event's Organiser
Male	1	Technical Officer
Female	4	Auditorium Assistant
Male	4	Property Security Assistant
Male	7	Property Security Officer

The 2017-18 business plan deliverables include: promoting art and art forms at cultural events nationally, regionally, and internationally; successfully delivering the 52<sup>nd</sup> Te Maeva Nui (TMN) and partial preparation for TMN 2018; successfully hosting and supporting meetings, incentives, conferences, and exhibitions (MICE); developing mutual partnerships with the private sector in advancing growth of the language and culture; and successfully delivering the MOCD National Cultural Events Calendar.

### 1.4 Output 2 Cultural Heritage

There are 10 staff working in four areas under Output 2: National Museum (4 staff); National Library (2 staff); National Archives (3 staff); and Te Reo Maori Coordinator (1 staff).

Gender	Years of Service	Position Description
Female	6	Manager, National Museum
Female	2	Anthropology Officer
Female	2	Museum Officer
Female	6	Museum Assistant
Female	4	Manager, National Archives

Female	2	Archives Officer
Male	4	Property Assistant/Archives
Female	16	Manager, National Library
Female	6	Museum Assistant/library
Male	9 months	Te Reo Maori Coordinator

The 2017/18 business plan identifies the work programme as administering the UNESCO Intangible Cultural Heritage Convention and MoCD legislative mandates. These include the development of the Intellectual Property strategic direction and completion of the digitisation project of the audio-visual archives collection in Wellington, New Zealand. Other work includes marketing resource material from TMN 2017 and strengthening Te Kopapa Reo Māori (Language Commission). The museum staff have a calendar of events. Library and archives staff are focused on cataloguing collections and digitising information, but it is unclear how the work is monitored and measured. The role of the Reo Māori Coordinator is new and supports Te Kopapa Reo Māori Commission revive and strengthen language. The Commission's role is to gazette Cook Islands Māori words, research new words and issue certificates of competency to Cook Islands Māori practitioners. The current work plan involves working with government ministries to translate names and commonly used terms across government.

### 1.5 Output 3 Cultural Governance – Cross Cutting Output

There are five staff, including the Secretary who work in this output, with a senior finance officer appointed during this assessment. The 2017/18 business plan deliverables are:

- Adequate personnel and financial support to the other outputs:
  - a. Securing key personnel to support management in other divisions;
  - b. Identifying training needs for employees; and
  - c. Ensuring government financial management obligations are met
- Supporting Te Kopapa Reo Māori and Heritage Trust Committee
- Supporting the USP Reo Māori tertiary level course
- Administering the Copyright Act 2013 and Traditional Knowledge Act 2013
- Technical support to establish a register of musical works
- Maintaining national, regional and external partnerships

Gender	Years of Service	Position
Male	3	Secretary
Female	7	Director of Governance(Acting)
Female	7	Personal Assistant to Sec
Female	4	Finance Officer
Male	New	Senior Finance Officer

## 2. THE PROBLEM

The MoCD has had performance issues over the last decade, which have caused concern for the Public Service Commissioner. Its performance was publicly criticised in recent years with financial mismanagement investigations confirmed in special audit reviews performed by the Cook Islands Audit Office. The absence of strategic measures to address these issues portrays a negative image of the Ministry's management and accountability, reducing staff morale and public trust in the operations of government. The cultural sector requires a leader and over the years MoCD has not been resourced to meet the demands of this sectors' growth.

### 2.1 Definition and the objective of the Assessment and its scope

The key objective of the capacity assessment for MoCD is to identify and analyse problems that have hindered the Ministry's performance over the last four years. The capacity assessment had two main activities. Firstly, it involved analysing key areas: policy and legislative mandates; leadership and management; capability of staff; organisational culture; Ministry capability (financial, human resources, information and risk); and Ministry relationships. Secondly, to develop a Capacity Development Plan (CDP) that would elaborate on strategies and actions to address issues highlighted in the capacity assessment and improve the Ministry's performance in a sustainable manner. The strategies must be designed to: improve service delivery and support systems - in order to facilitate the ability of the Ministry to deliver legislative mandates; strengthen policy, planning, research and reporting by the Ministry; integrate and consolidate operations both within and outside the Ministry; and build a culture of accountability and performance excellence within the Ministry. The CDP identifies strategies and key actions that recognise the potential for efficiencies to be achieved; the costs for short-term actions; the way forward for medium to long term actions to address staff skills and potential for effective deployment within the larger organisational structure and aims to ensure a smooth transition with minimum disruption to services.

### 2.2 Conduct of the Assessment

The Capacity Assessment included consultations with 65 stakeholders over a four week period. Key stakeholders were identified but this was expanded to include a wider range of stakeholders and organisations. A schedule outlining the assessment activity and its timing, including consultation interviews is provided at Annex 3. A desktop analysis was carried out on various documents and reports including the National Cultural Policy 2017- 2030, National Cultural Strategy 2017- 2030, MoCD legislation, MoCD Annual Reports to the Public Service Commissioner 2015-2017, Public Service Commissioner's Performance Reviews, MFEM budgetary and financial information, Cook Islands Audit Office Financial Audits and Special Reviews, and research on the cultural governance models in similar jurisdictions. The methods used for consultation with key stakeholders varied and they included: Individual face to face interviews/discussion; group meetings; phone interviews/discussions; and email questions and responses. Due to time constraints, it was difficult to have repeat sessions with various stakeholders in order to receive feedback on proposed recommendations however the team spoke with the senior management and staff of the Ministry at various times during the assessment.

### 2.3 Risks

The inherent risks, limitations and challenges for the team to complete the assignment in a timely manner included: time allocated for consultations and assessment; the lack of detailed analysis by experts of existing information on the Ministry; sharing of information by various stakeholders was delayed which limited any early analysis being carried out; and people being absent or not available for interviews.

### 3. ANALYSIS OF FINDINGS

The cultural creative industry is alive in the Cook Islands in the form of cultural performances, art forms, cultural goods, tattoos, cuisine, clothing designs and a number of private galleries. Most of which are a result of private sector investment delivering and demonstrating the unique talent and qualities of the Cook Islands, with the work of the MoCD focusing predominantly on cultural performances held at the national auditorium.

This assessment confirmed that culture and cultural development in the Cook Islands receives enormous government promotion as cited in national policies and strategies confirming the importance culture plays in every day Cook Islands society. Examples of this include: the NSDP, which states *“our culture is our way of life and our values are reflected in the culture we practice, the choices we make, and ultimately determine who we are as a nation.”* The Ministry of Education - Akonoanga Maori Policy states *“Education within the Cook Islands must give learners a solid understanding of their culture and a sense of identity which leads to a respect for cultural diversity and contributes to social justice and tolerance of world views that are different from their own.”* The Cook Islands National Environment Service *“recognises the importance of culture and the environment to the people of the Cook Islands. Our cultural identity is deeply rooted in our environment and it is a part of our heritage and legacy that must be passed on to future generations of Cook Islanders.”* The Cook Islands Tourism Corporation builds its entire marketing strategy on the cultural values and unique cultural identity of the Cook Islands, with tourism generating over 60% of GDP (Gross Domestic Product).

However, there is little evidence from recent government budgets that translates into ongoing commitment to specifically support cultural activities and the MoCD mandates to preserve, protect and promote Cook Islands language and culture. MoCD receives less than 1% of the 2017/18 national budget, along with recreation and religion. The Cook Islands Tourism’s online annual international visitor survey reflects the characteristics, expectations and expenditure patterns of visitors. The most recent report (2016/17) found visitor satisfaction is generally high for all activities, with 87% of tourists going to local markets and 59% of visitors enjoying island night shows - scoring 4.5 of 5 for cultural interaction.

Culture and cultural development is considered the cornerstone of the country’s unique identity. However, there were varying views of what this means and understanding on how to manage the fundamental importance of culture and cultural development to ensure it will endure for generations to come. Although there are many statements attesting to cultural relevance and importance this has not translated into sound policy, sustainable institutional arrangements and governance structures. There is a lack of strategic investment to collectively optimise understanding and appreciation of the educational and entrepreneurial opportunities emanating from Cook Islands culture - to preserve the Cook Islands identity. There is also a lack of consolidated data which can measure outcomes and show what is happening in the cultural sector. The assessment team has considered culture and cultural development activities and institutional arrangements in other jurisdictions. The team has also assessed the merits and opportunities of financing models available for cultural industries. This analysis and its subsequent findings relate not only to the capacity of MoCD to deliver on the NCS but also makes a number of recommendations that will support MoCD future proof its sectoral policymaker, enabling and regulatory roles to steer the growth of the sector. This is discussed further in the next section.

#### 3.1 Policy and legislative mandates

The recent publication of the first NCP and NCS are significant milestone achievements for the MoCD. These documents will play a critical role in directing and managing human and financial resources, and partnerships in the cultural sector. However the NCS falls short on

identifying SMART indicators to measure progress. MoCD will need to develop these indicators along with relevant partners in the sector. Annex 01 provides proposed national cultural sector indicators. These indicators, if agreed can be collected, will be used to measure the growth of the sector. Baseline data from the 2011 and 2016 Census will need to be gathered in the meantime. The NCS key focus areas are:

1. Strengthening Cook Islands Maori Languages and dialects
2. Promoting Arts and all Art forms
3. Preserving History and all Historical Places
4. Promoting Cultural Industry
5. Increasing support and coordination for Culture

The National Strategic Framework for the NCP also needs to consider:

- Partners who can support implementation of the NCS
- Affordability as an issue for locals to attend cultural events, therefore costs and funding alternatives must be considered to enable access to professionally delivered events
- Outlining sponsorship benefits to encourage longer term investment in the sector
- Development of cultural industries to create employment, wealth and contribute to GDP
- Educational and career pathways across the sector e.g. visual, performing arts, music, and cuisine, and within MoCD e.g. cultural policy, anthropologist, librarians and archivists
- Copyright issues involved with broadcasting events on social media
- How copyright and traditional knowledge work are managed in other jurisdictions to inform how these can be resourced for effective implementation

#### Legislative mandates

The Ministry of Cultural Development Act establishes a National Arts Council (NAC) and Cultural Development Fund to preserve, perpetuate and enhance Cook Islands heritage and advise the MoCD on cultural development matters. MoCD functions include promoting standards in the arts, promoting Cook Islands arts and culture, providing access to artistic activity and overseeing the library, museum, archives, constitutional celebrations (TMN), audio visual recordings, provide secretariat support for the NAC and undertake other legislated functions. The Traditional Knowledge (TK) Act 2013 was established to preserve tangible and intangible cultural heritage. The Copyright Act 2013 encourages growth and expansion of productive economic activities from cultural arts and forms. Both Acts provide the legal means for the owners and keepers of TK to protect their traditional assets and give creators copyright protection. Acceding to the World Intellectual Property Organisation (WIPO) in 2016 was a key milestone, including ratification of the Berne Convention to recognise the Copyright and TK registries of Cook Islands artists. These developments need to be reflected in the current legislation along with the changing economic and cultural sector landscape.

Ministry of Cultural Development Act 1990 needs review to ensure it:

- Supports government meeting its obligations from acceding international conventions
- Clarifies the law relating to symbols and emblems of national sovereignty such as the flag
- Revives the role of the National Arts Council and purpose of the Cultural Development Fund to support development of the cultural sector
- Promotes research, writing and publication of Cook Islands history or advice in this area
- Clarifies the responsibility of the Ministry of Education in developing education policy and curriculum in disciplines and tertiary programmes relating to the cultural sector
- Clarifies obligations to curate historical stories and promote cultural industries

Te Reo Maori Act 2003 needs review to determine:

Whether all Maori words (and dictionaries) produced since 2003 have been gazetted. Alignment between the Ministry of Education teacher registration requirements and Te Reo Maori practitioner competency requirements.

The Public Records Act 1994 needs reviewing and updating to align archives management with technological advancements. The Legal Deposit Bill must be enacted to ensure all national publications on the Cook Islands are deposited with the national library. The draft bill requires consultation prior to being approved by Cabinet and enacted in Parliament.

Recommendations:

- Confirm the NCS stakeholders and indicators to measure progress
- Strengthen the MoCD legislative mandates

Although the legislative mandates identify MoCD as the Ministry responsible agency for leading the cultural sector, the Ministry has limited staff capacity, competencies and a governance structure to effectively implement these legislated functions (Annex 2 refers). A sector wide approach is required with MoCD as the sector policymaker, enabler (via the National Arts Council) and regulator.

Consultations with stakeholders involved in sponsorship, visual and performing arts, confirmed that change is critical in order to develop the sectors potential. The consultations identified proposed actions that will ensure there is broader sectoral ownership of the NCS goals and the way cultural development activities are financed, managed and supported now and in the future. They recognise that government contributions to the sector have predominantly focused on performing arts (TMN) with little investment in other MoCD functions and creative industries - visual and creative art, including music and film productions. Therefore increased investment is essential to grow and sustain a vibrant cultural sector to promote better social outcomes, tourism differentiation and economic growth. Building relationships with key stakeholders and sponsors is critical to maintain medium to long term funding.

The proposed actions also consider what lessons can be learnt regarding governance models from other jurisdictions. “The New Zealand (NZ) Ministry of Culture has taken an arm’s length approach where, the government owns and funds cultural agencies and appoints their governing boards, which are required to perform functions prescribed by a Parliamentary statute. Within the limits of statute, each agency acts autonomously in determining and implementing policy. At the same time such activity must have regard to central government policies. The model allows the sector to develop without undue government interference, and therefore serves to protect freedom of expression”<sup>1</sup>. A number of Pacific countries have followed a similar model. Since the 1970’s, NZ policy and structures have supported a wider range of cultural activities which include encouraging community participation and supporting cultural practitioners. This governance model is promoted internationally by UNESCO, with a strong emphasis on increasing the visibility and accessibility of culture and heritage through funding of well-governed, efficient and sustainable cultural organisations. The Cook Islands can learn from and adapt this governance model for the national cultural sector through a planned and focused approach. There would be strong emphasis on financial accountability for recipients of public and private funding, and justifying support in terms of ensuring the public demands are met. The proposed actions could be delivered over a 5 year period with targets to be achieved that would trigger further actions and funding.

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<sup>1</sup> Manatu Taonga Ministry of Culture & Heritage web search results: <http://www.mch.govt.nz/research-publications/publications/ministry-reports/governance-e-manual/mch-family>

### Proposed Actions:

- Ensure investments in the MoCD and cultural sector to ensure they are adequate
- Revive the **National Arts Council (NAC)** with an expanded mandate that incorporates cultural sector development, with the MoCD setting sector policies and regulations. NAC will share the responsibility for the sectors' development within national policy parameters
- Re-establish the **Cultural Development Fund** to receive government, sponsorship and donated funds, used for cultural development activities. This will include the development of educational and career pathways for people working in the cultural sector.
- NAC key functions will include:
  - Advising the MoCD on policy matters
  - Administering the Cultural Development Fund for cultural development activities
  - Setting criteria and rewarding excellence across the sector
  - Engaging with the sector stakeholders on cultural matters
- MoCD as the NAC secretariat will:
  - Prepare annual budgets and financial statements for the NAC
  - Identify the Cultural Development Fund priorities for each year
  - Receive and vet expenditure proposals for the NAC approval
  - Reporting on use of the Cultural Development Fund to investors and Parliament

The MoCD will continue to provide policy advice to the Minister and maintain oversight for: Te Kopapa Reo Maori, Cultural Heritage Trust, Are Korero, Archives, Library and Museum.

### Prerequisites for the proposed actions:

- Clarify NCS stakeholder roles and responsibilities
- Ensure professionally skilled people are appointed to the NAC to undertake its functions. The NAC Chair must have prior governance experience on Statutory Boards, preferably in the culture and creative arts sector
- Administered funds are governed under the MoCD Act Cultural Development Fund rules
- Technical advice and views of key stakeholder groups can be presented to the NAC
- The government can consider providing tax or other incentives to encourage private sector investments in cultural organisations and programmes – either through the Cultural Development Fund or other mechanisms. Incentives for donations e.g. payroll giving schemes and lifting limits on tax credits for individual donations. As well as consideration of tax relief for non-monetary gifts of cultural significance (cultural gifting). Cultural gifting is a form of non-cash philanthropy, available to both individuals and businesses with the market value of a gift being deemed fully or partially tax deductible and tax relief spread over a number of years. There could also be matched government and private sector funding to support cultural activities.

In order for the above actions to be successfully implemented there will be a requirement for change to the organisational structure of MoCD. An alternate organisational structure has been developed noting MoCD will mature as proposed actions are implemented.

### Recommendations:

- Obtain political will for increased investment and adequate resourcing for MOCD's role as sector policy maker and regulator
- Revive the National Arts Council (NAC)
- Re-establish the Cultural Development Fund for cultural development
- Confirm the NAC functions and membership requirements



## NATIONAL STRATEGIC FRAMEWORK 2017-2030

**Vision:** Kia rauka te ora'anga tiratiratu tei umu'ua e te iti tangata, tangoia ki runga i ta tatou peu Maori e te aotini taporoporoia o te Basileia.  
To enjoy the highest quality of life consistent with the aspirations of our people and in harmony with our culture and environment.

**Mission Statement:** "Kia matutu ta tatou peu Maori ei tutau no to tatou oraanga tiratiratu"  
To strengthen our culture as the foundation for achieving high quality of life.

### Priority Areas

1. Languages and dialects
2. Art and all art forms
3. History and historical sites
4. Cultural industry
5. Support and coordination

### Goals

1. Strengthen Cook Islands Maori languages and dialects
2. Promote art and all art forms
3. Preserve history and historical sites
4. Promote cultural industry
5. Increase support and coordination

### Values

- Vaerua taokotai..... Partnership and cooperation  
 Vaerua akangateitei. Respect and loyalty  
 Vaerua aroa..... Kindness and generosity  
 Vaerua taporoporo.. Accountability and transparent  
 Vaerua aruaru..... Effectiveness and efficiency  
 Vaerua akamoeau.... Professionalism and equality

### Impact

To achieve the national sustainable development goals

### Outcomes

1. All Cook Islands people genuinely value the Cook Islands Maori languages and dialects and can use them properly
2. Raised awareness of the arts and various art forms for the benefit of our children
3. More people have knowledge of our history and historical places and appreciate our culture as a result of having that knowledge
4. Better developed cultural industry as a way of improving the standard of living our people and stimulating economic activities
5. Improved efficiency, effectiveness and economy in the delivery of services that support the preservation, perpetuation and promotion of our language and culture

### Objectives

- 1.1 Work in partnership with the Ministry of Education to develop learning resources for languages for four strategic areas; home, school, workplace & adult programmes
- 1.2 Ensure high standard of language is practiced through accreditation process of trainers and resources
- 1.3 Enable the expansion of Maori vocabulary to keep up with new developments in country
- 1.4 Ensure Maori language courses are offered through accredited institutions to enable the perpetuation of our language
- 2.1 Educate our children on the various art forms of the Cook Islands
- 2.2 Ensure they can practice those arts in the way and manner meant to be used
- 2.3 Use those arts and art forms as a foundation to being creative in the cultural industry
- 2.4 Be aware of intellectual property issues
- 3.1 Collect and record our history as best we could to ensure preservation and perpetuation
- 3.2 Develop curriculum for our schools to ensure knowledge about our history is increased in our young people
- 3.3 Celebrate our historical places to promote awareness and increased knowledge of these places
- 3.4 Preserve as best we can the history and historical places in our country.
- 4.1 Provide training avenues to Cook Islands people to develop their arts into marketable products
- 4.2 Seek incentives to encourage Cook Islands people to develop market opportunities in the cultural industry
- 4.3 Market and promote our products to international markets
- 4.4 Ensure sustainable supply of products to markets
- 5.1 Review the work currently provided by MOCD to ensure best ways for achieving results articulated by relevant legislations, this strategy and value for investment
- 5.2 Work across the national, regional and international agencies to seek out opportunities for improvement in its service delivery
- 5.3 Seek out opportunities for development and improvement of service delivery in the private sector
- 5.4 Improve the working culture of MOCD, pulling best practices from our partners nationally and internationally to improve service provision and work outcomes

### 3.2 Leadership and Organisational Management

The assessment found policy leadership has been lacking in this sector for many years and there continues to be challenges. Despite this, the cultural sector has continued to grow with private sector investment, in conjunction with up to five national events hosted by the MoCD every year. The recent launch of the NCP and NCS is a step in the right direction to steer the growth of the sector in a cohesive and collaborative manner. Consultations found that leadership and management of MoCD is sound with the Secretary making efforts to be inclusive with key stakeholders in the sector. This is the Secretary's first term and while he is relatively new to the role, he has made positive in-roads with the development of the NCP and NCS. His leadership and collaborative management style with sponsors is positive and discussions with stakeholders found most were reasonably happy with his approach. The Secretary was clear that he and staff see the MoCD as a Ministry in transition. The Secretary also wants to see MoCD move to being a more policy driven organisation, implementing legislative mandates it is charged to uphold.

The Public Service Commissioner's (PSC) Annual Performance Reviews for the MoCD show there is room for improvement. The following were required of the Secretary

- Proper planning processes to be established
- Development of a monitoring and evaluation framework supported by risk management
- Strong performance management system
- Strategic planning and reporting outcomes supported with data and information

A critical area emphasised by the PSC Review is for a workforce plan, and training and development plan for staff, identified through performance appraisals, to provide opportunities for training in-country and overseas.

Stakeholders commented that visitors are not aware of cultural events or exhibitions due to poor forward planning by the MoCD. While the MoCD has confirmed future dates for national events three years in advance, the details of such events are required for detailed planning by partners and sponsors. Detailed plans are also required for other MoCD core functions, such as archives, museum exhibitions and national library events.

A major challenge for the MoCD is that it needs to work collaboratively with other stakeholders in the sector to deliver on the NCP and NCS outcomes. This requires strong leadership to steer and coordinate institutional arrangements among various stakeholders which reinforces further the need for considering a new governance structure.

#### Recommendations:

- Secretary to establish planning processes with each of the Divisional Heads
- Monitoring and evaluation framework established with risk management
- Develop data templates and report on the cultural sector outcomes

### Organisational Culture and Service Delivery

The MoCD workplace includes the National Cultural Centre ('Auditorium'), National Museum and Library buildings in Tupapa, as well as the National Archives building in Takuvaine. These are major infrastructure owned by the government through the Cook Islands Investment Corporation (CIIC). Organisational culture relates to the physical surroundings and work environment as well as the internal processes, staff and values of the Ministry. A nurtured organisational culture can have a positive or negative impact on service delivery.

The assessment found key areas that impacted on MoCD service delivery were: 1. poorly maintained building infrastructure; 2. inadequate resourcing; 3. Poor planning - discussed above; and 4. Staff capability - discussed above and staff capability section of this report.

### **Poorly maintained building infrastructure**

The assessment found most MoCD buildings were not fit for purpose – the auditorium needed urgent repairs, the museum had limited space and was not suitable for holding or displaying cultural heritage artifacts, and the archives building was not used as the building needed air-conditioning and posed occupational health and safety risks for staff. Staff confirmed they were not content with their work environment. Work spaces were poorly ventilated, run down and in need of maintenance, having a negative impact on work productivity. The auditorium roof was leaking. Windows, seating and the floor boards needed replacement, and more water tanks and hydrants were needed. VIP rooms, toilets and showers required upgrades, along with a covered area at building rear for teams waiting to perform. It was suggested the buildings be closed until a maintenance programme was in place to ensure users of these buildings (and government) were not subject to unnecessary risk. CIIC as the agency responsible for overseeing the repairs and maintenance of government assets, has failed to provide a scheduled maintenance plan for MoCD buildings (auditorium, museum, library and archives). There was no maintenance programme in the 2017/18 budget or ongoing maintenance plans. CIIC stated the current archives building in Takuvaine may be included in the Vaikapuangi Project (new government building), but it was not clear whether solar panels for the current building could be installed to enable 24/7 air-conditioning. The Infrastructure Committee (IC), the government body that prioritises capital projects and upgrades with CIIC, has not prioritised repairs and maintenance for MoCD buildings over many years, leading to these buildings not being fit for purpose.

### **Inadequate resourcing for MoCD to undertake all its mandated functions**

Most stakeholders focused on MoCD's hosting of national events such as TMN, and saw these events as being well organised and meeting public expectations. Stakeholders were happy with the MoCD service delivery in supporting the hosting of a regional meeting in August 2017, with professionalism. Recent staff changes at the MoCD has had a perceived positive impact on the delivery of these events, including communications and media, as well as ground operations. However, inadequate resourcing at MoCD means staff are often pulled away from other core work to support national events. There is no funding to acquire or maintain databases required to store archives, artifacts and library information, including traditional knowledge and copyright registers. Computers are always crashing or getting damaged - increasing downtime and costs. Inadequate resourcing of MoCD and the government trading revenue (cost recovery) policy has influenced MoCD's prioritisation in hosting national events for revenue generation, to cover its operating costs. This confirms external perceptions that the work of MoCD relates only to the performing arts. Key factors required to strengthen MoCD service delivery is adequate resourcing and appropriate infrastructure. This might, in part, be the reason why in service delivery is considered "poor" in the case of the national archives, and a comment that the "national library service is embarrassing and should not be called a national library."

In order for the MoCD to plan and deliver its mandated functions effectively, CIIC must provide building infrastructure that is safe and fit for purpose. If basic repairs and maintenance are not

#### **Recommendations:**

- Confirm an annual repairs and maintenance programme with CIIC
- CIIC conduct a risk assessment and warrant of fitness on the national auditorium
- CIIC conduct a feasibility study on alternative management or leasing of auditorium
- MFEM to review governments trading revenue (cost recovery) policy and depreciation

carried out in a planned way, litigation risks to government are high, and the risks of losing tangible and intangible cultural heritage are immeasurable. To ensure the sustainability of the national auditorium as a national cultural centre, a detailed analysis of alternative leasing and/or management options should be undertaken, taking into account what might be required with regard to alternative power supply (mini grid) options and sustainable maintenance costs.

### **Organisational structure**

The current MoCD organisational structure has three outputs reflecting its key functions: Cultural Identity, Cultural Heritage and Cultural Governance. The organisational structure should also reflect how MoCD will contribute to the achievement of NCS outcomes. Defining each output and key functions is important for aligning performance accountability to the NCS focus areas and outcomes. The current structure is ambiguous, therefore an alternative structure is proposed for consideration with clear definitions of cultural identity and heritage. Cultural identity is a body of knowledge or way of life for members of a society that distinguishes them from others. Cultural heritage is the legacy people inherit from past generations, and protect or preserve for future generations.

It is important to note that prerequisites for implementing the proposed organisational structure are confirmation of NCS stakeholders, indicators and a monitoring and evaluation framework, including an appropriate sector governance model. The three outputs linked to NCS focus areas on the structure are colour coded in pink, orange and green with institutions and key functions in darker shades and sub functions/key responsibilities in lighter shades. Employee positions are not shown as MoCD will need to distinguish employee from contracted roles.

Output 1: Cultural Identity. The NCP states *“culture is the soul of our nation the inner guide that dictates our lifestyle, our thought processes and behaviour.”* The Cook Islands culture is valued for its contribution to the Cook Islands’ identity. Cultural identity is important for people’s sense of self and how they relate to others. It contributes to overall mental wellbeing, giving feelings of belonging and security, along with social networks that provide support, shared values and aspirations. This output should encompass the following key cultural development areas: National cultural events, Te Reo Maori, and Cook Islands made, identity and talent.

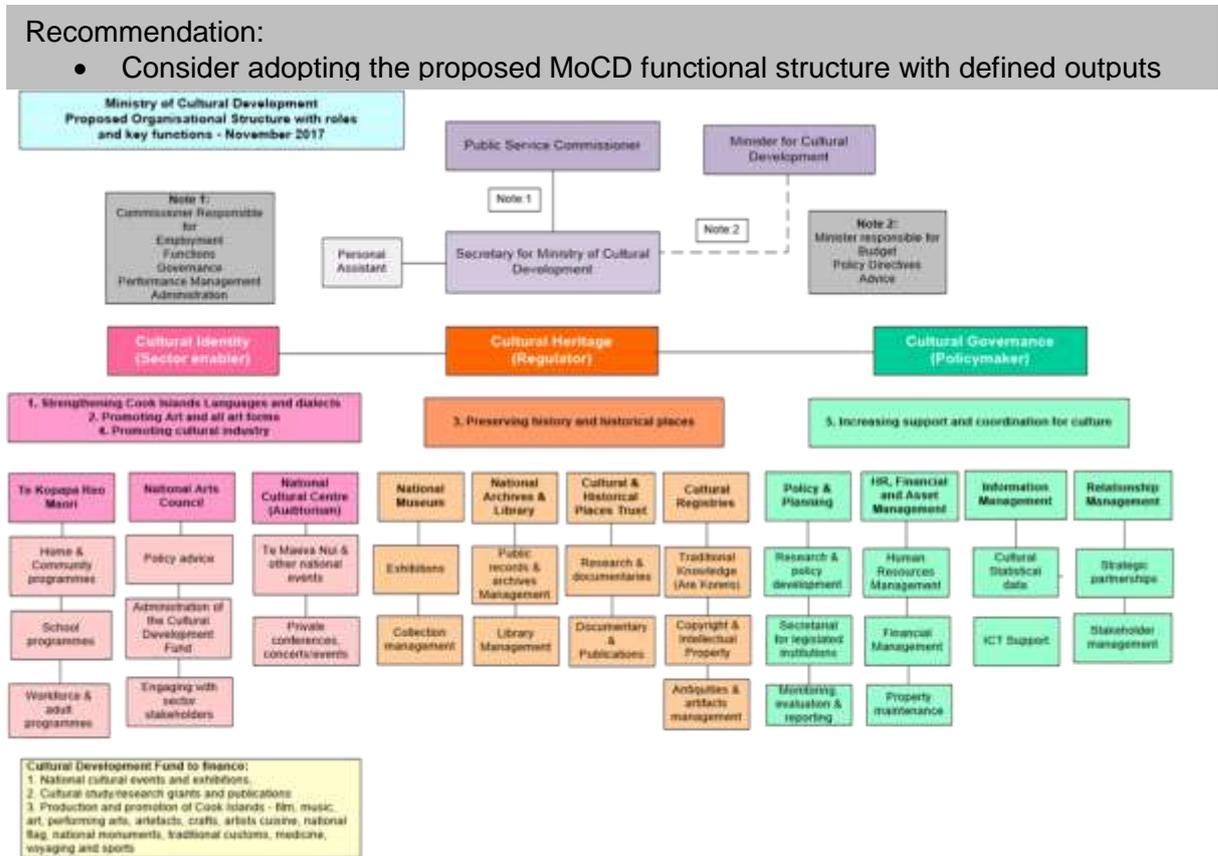
Output 2: Cultural Heritage. This output should maintain institutions and legislative mandates that protect, preserve and promote cultural heritage and history. This includes the national museum, archives and library, history and historical places, and registries for traditional knowledge and copyright.

Output 3: Cultural Governance. MoCD is responsible for leading the cultural sector and providing policy advice to the government on cultural development matters. MoCD does this through policies and programmes that preserve, protect and promote the Cook Islands identity and heritage. Key functions that should be included under this cross-cutting output are:

- Policy advice and research on Cook Islands history and all cultural development matters e.g. policy, funding, careers, development linkages and partnerships. This would include regulating the sector through existing (and new) legislation e.g. Legal Deposit Act
- Financial management of the MoCD budget along with the cultural development fund and/or administered funds for cultural activities, to ensure public/private funds are well managed and accounted for by the MoCD
- Strategic Human resource management (HRM) to encompass MoCD staff development and career pathways for people working within the cultural sector
- Information management systems for collecting cultural statistics data to produce useful information for policy evaluation and decision making.

- ICT platforms to support the sharing of information managed by MoCD, including a website and social media presence to strengthen public trust in the work of the MoCD
- Property management to ensure MoCD buildings are well maintained and fit for purpose
- Secretariat support for statutory entities such as the: National Arts Council; History and Historic Places Trust; Te Kopapa Reo Maori; and Are Korero.

Figure 03: MoCD Proposed Functional Structure – November 2017



### Staff Capability

Consultations with MoCD staff confirmed there are major capacity issues that need to be addressed as a matter of urgency. Discussions with staff in each of the divisions showed a high level of dissatisfaction, with not only physical work areas, but limited financial resources provided to perform their work and for training and development. Despite this, staff enjoy their jobs and see their work as having a positive impact on cultural development in the country.

### Archives

The national archives became the responsibility of MoCD when the MoCD Act was passed in 1990. This division is responsible for implementing and enforcing the Public Records Act 1984, but due to capacity issues, this role has not been effectively done. There are three (3) staff currently employed and their tasks include indexing, cataloguing and digitisation. Problems are ongoing with computer crashes further compounded by poor working conditions. The public are able to visit the archives however due to the poor conditions of the building, little work is carried out there and staff spend approximately 20% of their time supporting national cultural events.

The Ombudsman's office was responsible for raising awareness on the importance of public records and archives with the launch of the Official Information Act in 2008. The Ombudsman office continued to pay annual fees and represent the country on the Pacific Regional Bureau of the International Council of Archives (PRBICA) for many years. Only recently have MoCD staff attended PRBICA meetings. Currently there is no National Archivist which is an essential role to drive the work of the division and continue the relationship developed with the New Zealand Archives office and Nga Taonga. Staff secondments are possible while completing archival and digitisation work of items held Wellington, which include old videos and micro film image, and audio. The first phase of the project is complete but the second phase needs \$25k to complete the project. MoCD needs to engage with the ICT division of the Office of the Prime Minister (OPM) on what their requirements are for digitising archived records. MoCD should also request for support from the New Zealand Volunteer Services Abroad (VSA) to assist archives staff with work plans and capacity development.

Recommendations:

- Appointment of a national archivist
- Request budget to send staff to the NZ archives to complete the digitisation project
- Seek VSA assistance to support staff with archives work and capacity development
- Develop a strategy for maintaining future archived records

### **National Library**

Two staff operate the national library with main tasks including the preservation of books on a six monthly basis and cleaning on a weekly basis. Cataloguing is carried out using a library manual. There is a backlog of approximately 2000 books to be catalogued. Staff spend approximately 20% of their time supporting national cultural events. The national library performs a dual role of national and public library. A separate library database is needed for the national collection. A 'Cloud 9' database is proposed to receive information from a 'Koha' database previously funded by UNESCO. The transfer will be free of charge, but there is a \$37k cost for new equipment and an annual hosting fee of \$10k. The national library has an annual operating budget of \$5,000.

The Cook Islands Library and Museum Society (CILMS) indicated they were prepared to work with the MoCD to jointly find a way for the two organisations to combine and share limited resources. However this might be superseded by a proposal from the University of the South Pacific (USP) pending approval from the USP Council and landowner. It proposes USP will take responsibility for the future funding and operations of the CILMS, with CILMS being renamed the Cook Islands Centre for Research and Cultural Studies (CIRCS). CIRCS will maintain the original functions of the CILMS, with an expanded focus on research and development, and conservation of the CILMS collection. It will be staffed by a Research Director and existing CILMS staff with oversight from a Governing Board. The Board will have ex officio members from the USP Cook Islands Advisory Committee, CIRCS Director, Director of Cook Islands Natural Heritage and other Cook Islands representatives of research and cultural institutions, and non-government organisations. CIRCS will communicate research findings through exhibitions and displays, seminars and public lectures, library services and publications. A May 2017 report "Shaping Sustainable National Library Services in the South Pacific", highlighted that *"the Pacific library sector struggles to attract priority and increased funding - despite libraries being critical for promoting increased literacy, the protection of invaluable culture and heritage, and the achievement of the Sustainable Development Goals"*. Much needs to be done to raise the place, profile, and prestige of libraries.

Continuing with the status quo risks the region's unique heritage in an environment of increased natural hazard risk, and further disappointment with basic literacy.

The major recommendations were:

1. Support Pacific nations develop a vision and role for national libraries to meet future needs
2. Support leadership and professional development within the Pacific library sector
3. Support the preparation of disaster management planning for the Pacific library sector
4. Complete and/or update the legislative framework
5. Conference of Directors of National Libraries in Asia and Oceania Fiji National University to consider practical ways to support the Pacific library sector<sup>2</sup>
6. Explore enhanced connections with wider partner programmes in the region<sup>3</sup>
7. Clearly define the stated role of libraries within existing national and regional planning<sup>4</sup>

**Recommendations:**

- Work with USP and the CILMS to develop a plan for strengthening the national library service together with the CIs Centre for Research and Cultural Studies
- Consider relevant recommendations from the “Shaping Sustainable National Library Services in the South Pacific” report
- Seek funding for the Cloud 9 library database, if required -post USP/CILMS discussions

### **National Museum**

There are four staff that work at the library that tries to have between three to six exhibitions per year. The staff require a new database and equipment such as better lighting to do their work, as well as adequate work space. The assessment found the museum was not fit for purpose and should be refitted and overhauled. There were three special exhibitions to celebrate the 51st TMN, Atamira Ui Ariki Exhibition and World War 1 Sound Shells for the Kuki Airani Soldiers generating almost \$16k in revenue in 2016/17. Major exhibitions successfully carried out in 2017 include a Tivaivai exhibition and an ANZAC exhibition. The staff work programme includes constant cleaning, caring for the national heritage collection of 450 exhibits, and maintaining the database when computers are working. Staff indicated they have worked in partnership with many organisations including church groups, House of Ariki, Returned Services Association, Island Hopper, Tourism and the New Zealand High Commission to run exhibitions. There is a need for more artifacts and crafts, but without funding to purchase these, museum staff have developed relationships to gain the trust of private collectors so their collections could be exhibited. The same would apply to the large number of artifacts and heritage items that are currently with Te Papa in Wellington which cannot be exhibited due to unsuitable facilities. There is a need for further training and upskilling of museum staff. Opportunities for developing stronger partnerships with private sector could help promote future exhibitions by offering naming rights. It could encourage the museum to open more frequently, outside staff normal working hours and be available for when cruise ships arrive on island. As with other divisions, museum staff spend approximately 20% of their time on cultural events. No funding is provided for the promotion of exhibitions therefore social media forums such as Facebook and media releases are used.

**Recommendations:**

- Review equipment and building requirements for the museum
- Work with private sector partners to promote further exhibitions and events

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<sup>2</sup> There are many possible options but just two ‘quick wins’ identified at the Auckland expert meeting included: (i) the possibility of paying or subsidising IFLA membership fees for certain Pacific libraries or library associations; and (ii) allowing and waiving fees for Pacific library staff to complete online courses run by the region’s bigger National Libraries (such as the National Library of New Zealand’s online short courses aimed at school library staff).

<sup>3</sup> For example, significant basic education and literacy support programmes funded by New Zealand, Australia and other development partners in Pacific nations.

<sup>4</sup> This environmental scan has canvassed the place of libraries within selected national planning documents – but more investigation is needed into all key national plans in the region as well as any narrower sector planning.

## **National Auditorium**

The National Auditorium was built in 1992 for the 6<sup>th</sup> Pacific Arts Festival held on Rarotonga. The auditorium is the largest multi-purpose complex in the country. It hosts events of special cultural significance, as well as international conferences and a variety of stage productions. The auditorium is equipped with an 18,000-watts sound system and a 60 x 96 channel lighting system for indoor and outdoor events, with seating for just over 2,000 people. This year has seen three large regional conferences hosted successfully at the auditorium. This suggests there is potential to further develop and promote the auditorium as a major meeting venue for the region. However a cost benefit analysis is required for each event. There are four staff that keep the auditorium operating with the biggest challenge being a shortage of sound and visual technicians to operate audio visual equipment.

## **Ministry capability (HR, finance and information management)**

The MoCD corporate services team is very small and includes the MoCD Secretary, Director of Cultural Governance and four staff to support policy, finance, human resources and administrative functions across all divisions. One staff member is also the secretariat for the Te Kopapa Reo Maori. The Director of Cultural Governance has achieved key milestones in her short time at the MoCD with the completion of the NCP and NCS. The NCS now needs to be operationalised with implementation partners, costs and indicators confirmed. The Director should also lead the work to develop a cultural statistics database and support data collection and analysis required, and a monitoring and evaluation framework for the MoCD. This assessment confirmed that planning was an issue and therefore work plans must be a priority for this division, as with other divisions.

The assessment found, MoCD now has a four year calendar of events for five national events hosted by the MoCD - included in the tourism calendar of events. TMN is the busiest time for all MoCD divisions with protocol services being the most challenging, ensuring that sponsors, government, VIP's, ushers, judges and catering, are managed effectively. Historically, there seems to be little advanced planning given that this major event has been held since the country become self-governing 52 years ago. Perhaps a review and evaluation should be carried out after each event to ensure that lessons learned are noted and avoided in future years. During the assessment few details and statistics were provided for the TMV. A cost benefit analysis could demonstrate the benefits and various costs for each event is recommended as events takes up 20% of all MoCD staff time, which includes prior planning and implementation. Other activities stipulated in the 2017/18 business plan for this division included: Establishing a database for copyright registrations of Cook Islands music, a work plan to support implementation of the Traditional Knowledge, social media and live streaming commenced at the last TMN event and was very successful – continuation of a contract will depend on funding being available. The most important systems to ensure MoCD is an effective and efficient functioning organisation are discussed below.

## **Human Resources Management (HRM)**

There is limited HRM happening at MoCD. The PSC annual performance reviews highlighted the need for proper planning processes together with the implementation of a strong performance management system, to strengthen performance and accountability. Better planning at the divisional level is urgently required, along with performance indicators for measuring these. Staff training needs will emanate from performance improvement or career progression. The government performance management policy supports recognition and reward for exemplary performance and staff training or transfers for performance improvement.

During the assessment staff requested training and skills development in their particular work. MoCD needs to develop a workforce plan for current and future workforce needs, then design relevant incentives and support for staff to be upskilled systematically. The Ministry of Education (MoE) workforce development programme is a case for reference. The workforce plan should address relevant knowledge, skills and work experience required to work in various areas of culture. It should identify vocational and tertiary training needed for staff to engage effectively with other professionals or practitioners in the sector. MoCD staff can enrol in-country studies while working for MoCD, through the government tertiary study support scheme (Te Reinga Akataunga'anga).

The University of the South Pacific (USP) confirmed courses for 2017/18 include:

- Bachelor of Arts - major in Pacific Studies, Heritage and Arts (part of Degree in heritage, dance, music or visual arts)
- Diploma in Pacific Arts and Community Education (2 year programme for mature students (artists), recognising prior/current experience in dance, music and visual arts)
- Professional Certificate in Heritage Management (1 year programme - part-time - tailored for natural and cultural heritage practitioners)
- Expressive Arts for Secondary Teachers (Part of Bachelor of Education programme - includes dance, music, visual arts, film and creative writing courses)

International study scholarships are also available along with a large number of free online training courses offered by European Union for cultural managers.  
<https://www.culturepartnership.eu/en/publishing/online-learning>

#### Recommendations:

- Develop a MoCD workforce plan
- Implement performance management within MoCD
- Develop a MoCD training and development plan

### **Financial management**

Financial systems have been a major issue for MoCD over the past five years with two special audit reports highlighting poor internal controls and financial mismanagement. The current MoCD Secretary engaged the Ministry of Finance and Economic Management (MFEM) in June 2016 to assist the Ministry meet its financial obligations under the MFEM Act. Under a shared services agreement, MFEM is responsible for bank reconciliations and financial reporting, while the MoCD Secretary retains full accountability for all spending by the MoCD. MoCD ensures revenue collection and the incurrence of expenditure is consistent with government financial policies and procedures.

The MoCD budget for the last three years is shown in the table below. The assessment noted the use of depreciation to offset overspending. Depreciation is a non-cash item and should reflect the replacement costs of assets like the auditorium, not offset operating cash deficits. A review of the treatment of depreciation is required. Since 2016/17, the TMV event has been budgeted in an administered fund for MoCD at \$722,500 pa. The 2017/18 administered fund budget includes an additional \$15,000 to cover the annual costs of The Kopapa Reo Maori.

	2014/15 (000's)			2015/16 (000's)			2016/17 (000's)		
	Budg et	Actua l	Va r	Budg et	Actual	Var	Budg et	Actua l	Var
Trading Revenue	175	105	-70	235	450	215	175	157	-18
Personnel	652	526	126	545	526	19	544	497	46
Operating	114	199	-85	288	624	-336	275	269	6
Total Personnel and Operating Net Appropriation	766	726	40	833	1,151	-317	819	767	52
Total Expenses less Revenue	591	621	-30	598	700	-102	644	610	35
Depreciation Aid	97	45	52	97	34	633	97	31	65
Net surplus/ (deficit)			22			-36			100

**Examples of MoCD financial operational issues that need to be addressed include:  
Operating and administered fund budget/costs**

- The TMN cost is approximately \$350k exclusive of Pa Enea and \$1.5m with Pa Enea with and Administered Fund budget of \$770k pa
- Personnel costs for events are between \$3k and \$150k for major events - this includes security, stage management, audio and visual technicians, lighting technicians, ushers, administrator's and cleaning maintenance
- Annual power costs for the auditorium is \$50k - \$15k of which is used during TMN
- \$15k pa is allocated for repairs and maintenance in the budget
- Events promotion on social media is used as traditional media is expensive

**Trading revenue and sponsorship**

- Annual trading revenue is \$110k pa and covers MoCD operating costs
- Substantial revenue must be generated to meet events staff and operational costs
- DVD sales have declined as social media is used to broadcast events
- Sponsors found uncertainty in how much sponsorship was required annually

**Recommendations:**

- Work with MFEM Treasury division to determine operating budget requirements
- Work with MFEM Budget Division to confirm maintenance costs for MoCD assets

**Information management and Information and Communications Technology (ICT)**

The assessment found ICT was very poor with weak systems operating within MoCD. Each of the divisions had challenges with computer equipment and maintaining effective databases. The following were requested:

- Archives - IT person to develop a database and currently indexing is on excel
- Library - a new library database cost of \$37,000 and annual fee support of \$10k
- Museum - file mega pro database online and GIS database for historical places

ICT systems are a major challenge for MoCD with no centralised ICT systems and personnel to be responsible for the maintenance of hardware and software to record, store, retrieve and share a range of data and information held by the Ministry. MoCDs legislative mandates hold it responsible for collecting and preserving information for policy development, monitoring and

evaluation. The ICT support division of the Office of the Prime Minister confirmed that there are issues with ICT systems and a complete review of ICT requirements for MoCD is required.

The assessment found very few statistics were gathered for the cultural sector. The 2011 National Census reported how many persons were engaged, participated or employed in the cultural sector, to clarify the contribution of cultural activity to the social, environmental and economic growth of the country. The census defined cultural activities as: performers, composers, choreographer, practicing medicine, carving, spectator or others. Of the total resident population over 15 years (10,642), 8375 people were involved in cultural activity, 52% were women. Only 1272 persons were involved in unpaid handicraft activities, 78% were women. The census found 90 percent of Cook Islands Maori people were literate in both Cook Islands Maori and English, but for those who were part Cook Islands Maori, only 40 per cent could speak Maori compared to 100 per cent who spoke English. Tivaevae, wooden carving, manuscripts and articles were the most common historical artifacts held in households. A total 566 households had tivaevae (64% Rarotonga, 26% Southern Group), 218 households had wooden carvings and 190 households had to manuscripts or articles. More cultural statistics data such as attendance at performances, the cost of events, number of performers, types of performers, disaggregated by gender and age - is required for the sector to benchmark itself against other contributing sectors within and outside the country. Cook Islands Tourism visitor surveys could collate data on sector participation and visitor satisfaction.

MoCD will be required to work closely with MFEM Statistics Division to improve the quality of the statistical information available on the cultural sector such as: cultural sector workers, cultural organisations, cultural goods and services, and cultural consumers. Over time the data should provide information that will confirm participation and access by and to cultural activities, including opportunities for youth development and careers. The statistics will measure milestones, targets and indicators that will be set for each of the actions or initiatives and their effectiveness evaluated.

#### Recommendations:

- Work with the OPM ICT Division to review ICT requirements
- Work with MFEM Statistics Division to develop national cultural statistics data

#### Relationship management

Strategic partnerships will be crucial for the MoCD to lead the sector governance and achievement of the NCS outcome. These partnerships will enable capacity building programmes to be established at the national, regional and international levels, to ensure MoCD effectively steers and regulates the sector.

There are already cooperative partnerships in place. Signing memorandums of understanding with partners would formalise roles and expectations.

#### Existing partnerships include:

**National** - Government ministries, private sector, traditional leaders and civil society organisations

Cook Islands Tourism and private sector sponsors who support MoCD work

Cook Islands Tourism currently restore and promote cultural sites on Rarotonga and Aitutaki. Culture is what distinguishes the Cook Islands tourism product from our neighbours in the Pacific therefore strengthening this partnership and supporting each other to grow the cultural industry and sector will be fundamental for achieving the NCS goals and sustaining visitor attraction to the country. In support of this effort, the MoCD Secretary should become a cultural sector advisor to the Tourism Board.

**Regional** - Nga Taoanga Sound and Vision NZ, PIFS, SPC, PARBICA and libraries

Nga Taoanga is digitising the Cook Islands historic audio and visual collection. New Zealand has formal government cultural agreements with France, Italy and China. MoCD could pursue similar agreements with NZ to facilitate cultural exchanges as well as enable further funding through the UNESCO NZ office for cultural sector work.

Regional agencies such as PIFS, SPC and PARBICA provide technical assistance to build national capacity in a range of areas in cultural development. The National Library has a partnership with the University of Auckland library to share national publications.

**International** - EU, UNESOC and World Intellectual Property Organisation (WIPO).

As a member of the Africa, Caribbean, Pacific- European Union (ACP-EU) countries the MoCD can access ACP-EU funds (U\$40M) to promote an emerging, viable and sustainable cultural industry, to strengthen the sectors' contribution to social and economic development and the preservation of cultural diversity. MoCD is implementing Intangible Cultural Heritage Convention work with UNESCO and WIPO is able to provide technical assistance to develop workforce capacity and establish systems to effectively manage traditional knowledge, copyright and intellectual property at the national level.

Recommendations:

- Clarify the roles of national, regional and international partners in achieving the NCS
- Pursue formal Memorandums of Understanding (MoU's) with strategic partners

## 4. CAPACITY DEVELOPMENT PLAN

The Capacity Development Plan (CDP) will support MoCD strengthen its capacity to lead the cultural sector to achieve the National Cultural Policy vision through effective implementation of the National Cultural Strategy (NCS). Principles underpinning the CDP is that it must be: Cook Islands owned and led and maximise synergies where they exist, be action and result orientated, be sustainable and build upon local strengths, and be implemented at an appropriate pace for the Cook Islands capacity. More investments and changes to the sector governance and strategic partnerships are critical for developing the cultural sector and supporting the MoCD make changes to strengthen its capacity to lead and regulate the cultural sector. The NCS has three key phases over a 13-year period. The CDP recognises these phases as being short, medium and long term.

Phase	NCS Objectives for key areas	Outcomes
Years 1-5	Establishing infrastructure (structures and systems)	Enabling environment for cultural sector growth
Years 1-5	Integrating culture into lifestyles	Engaged Cook Islanders speaking Te Reo, participating in cultural activities and creative arts, and preserving cultural heritage
Years 1-5	Improving quality outcomes	Empowered Cook Islanders achieving their aspirations in cultural and creative arts, and contributing to social, economic and environmental elements of sustainable development

The recommendations of the assessment are aligned with the NCS key areas MoCD outputs:

NCS Key Areas	MoCD Outputs	Assessment Recommendations
1. Language	Cultural Identity	National Auditorium
2. Art and Art Forms		
4. Cultural Industry		
3. History and Historical Places	Cultural Heritage	National museum, archives and library
5. Support and Coordination	Cultural Governance	Policy & Legislative mandates Sector Governance Leadership & organisational management Organisational structure Human Resource Management Financial Management Information Management and ICT Relationship Management

## 5. IMPLEMENTATION TIMELINE AND ESTIMATED COSTS

The CDP is intended to cover a period of five years from 2018 to 2022 as shown in the NCS. A number of factors affect the implementation of activities. These include the political will to invest more in the sector and establish a governance model that involves an arm's length approach to developing the sector. The MoCD would require stronger policy and legislative mandates to steer the sector, and build strategic partnerships with national, regional and international partners. Managing relationships and expectations will be critical for strengthening the credibility of MoCD with its stakeholders. The annual budget submissions for 2018/19 close in January 2018.

Recommendations	Inputs	Interim Jan- Jun 2018	2018 2019	2019 2020	2020+	Estimated Costs	
						Operational (On going)	Capital (One off)
<b>1. Cultural Identity</b>							
Identify technical skills to run events at the auditorium	Action					-	
<b>2. Cultural Heritage (Archives, Library and Museum)</b>							
Appointment of a national archivist	Recruitment					50,000	
Request budget to send staff to the NZ archives to complete the digitisation project	BP 2018/19 proposal					50,000	
Seek VSA assistance to support staff with archives work and capacity development	Complete VSA application					-	
Develop a strategy for maintaining future archived records							2,000
Work with USP and the CILMS to develop a plan for strengthening the national library services	Action					-	
Consider relevant recommendations from the "Shaping Sustainable National Library Services in the South Pacific" report	Action					-	
Seek funding for a Cloud 9 library database, if required -post USP/CILMS discussions	Action					10,000	40,000
Review equipment and building requirements for the museum	Action and seek funds						50,000
Work with private sector partners to promote further exhibitions and events						1,000	

3. Cultural Governance							
Confirm the NCS stakeholders and indicators to measure progress	Action					-	
Strengthen MoCD legislative mandates	Action w/CLO					-	
Obtain political will for increased investment and adequate resourcing for MOCD's role as a sector policy maker and regulator	Action					-	
Revive the National Arts Council (NAC)	ToR					20,000	
Re-establish the Cultural Development Fund for cultural development	Criteria					500,000	
Confirm the NAC functions and membership requirements	ToR					-	
MoCD establish planning processes within each output	Action					-	
Monitoring and evaluation framework established with risk management	Action					-	
Develop data templates and report on the cultural sector outcomes	Action					-	
Confirm an annual repairs and maintenance programme with CIIC	Action					-	
CIIC conduct a risk assessment and warrant of fitness on the auditorium	Support					-	
CIIC conduct a feasibility study on alternative management or leasing of auditorium						-	
MFEM to review governments trading revenue (cost recovery) policy and depreciation						-	
Consider adopting the proposed MoCD organisational structure	Action					-	
Develop a MoCD workforce plan	Action					-	
Implement performance management within MoCD	Action					-	
Develop a MoCD training and development plan	Action					10,000	
Work with MFEM Treasury division to determine operating budget requirements	Action					-	
Work with MFEM Budget Division to confirm ongoing maintenance costs for MoCD assets	Action					-	
Work with the OPM ICT Division to review ICT requirements	Action					-	
Work with MFEM Statistics Division to develop national cultural statistics data	Action					-	
Clarify the role of national, regional and international partners in achieving the NCS goals	Action					-	
Pursue formal Memorandums of Understanding with strategic partners	MoUs					-	
<b>TOTAL ESTIMATED COSTS (\$733k)</b>						<b>641,000</b>	<b>92,000</b>

## 6. MONITORING AND EVALUATION OF THE CDP

The monitoring and evaluation mechanisms of CDP should be aligned to NCS indicators. The approach needs to be sector and MoCD based. Risk management is a very important issue if the CCP is to be implemented successfully. There are a number of risks the most important is that the continuation of the status quo increases the financial and reputational risk to government. The following table sets out a risk profile with risk mitigation strategies.

**Key:** 1=Low; 4=High.

Risk	Likelihood	Impact	Controls or Mitigation	Residual Risk Significant?
<b>Political</b>				
Political will for investment and governance reform	4	4	Work with Minister to highlight the issues with the current governance model and inadequate funding to develop the sector	Yes
<b>Financial</b>				
MoCD is not adequately resourced to deliver its mandates	3	4	Work with MFEM to ensure the operating budget is identified and options are considered to address this	Yes
<b>Legal/Statutory</b>				
MoCD legal mandates are not adequate for the future of cultural development	3	3	Work with Crown Law on changes required to existing legislation and scoping the need for the Legal Deposit Bill	No
<b>Organisational culture and service delivery</b>				
Existing buildings not fit for purpose	3	4	Risk assessment on the auditorium with an remedial action plan – followed by the same for other buildings	Yes
<b>Organisational structure and staff capability</b>				
Organisational structure changes are not accepted by management/staff	3	4	Identify change champions and establish communications plan for discussions and consultation	Yes
Unable to recruit a national archivist required to develop the division and staff	3	4	Clarify the competencies for a national archivist to lead this work, and secure funding to recruit the archivist	Yes
Unable to improve national library services	2	3	Work with USP and CILMS to share limited resources to strengthen the national library services	Yes
Unable to secure proper equipment for the museum	3	3	Work with the private sector and community to improve the promotion and quality of exhibitions	Yes
Unable to identify and secure technically skill people to operate the auditorium	2	3	Develop a MoCD workforce plan and ensure all competencies are identified to deliver the MoCD functions now and in the future	Yes

Risk	Likelihood	Impact	Controls or Mitigation	Residual Risk Significant?
<b>Cultural governance within MoCD</b>				
Performance management and workforce development are not prioritised	2	4	Develop the MoCD workforce plan and ensure performance management is implemented to strengthen the staff performance accountability	Yes
Financial management continues to be an issue with limited resourcing	3	4	Work with MFEM to secure adequate funding and partners to share responsibility for certain activities	Yes
Databases are not maintained and supported with a sound ICT platform	3	4	Work with OPM ICT division to confirm database and ICT requirements to effectively deliver MoCD mandates	Yes
Cultural statistics data are not identified and collected	3	4	Evidence to support development of the cultural sector is not collated to inform decision making and policy	Yes
NCS partners are not confirmed or are unable to support the MoCD	3	3	Work with strategic partners to agree on shared responsibilities to achieve the NCS actions	Yes
<b>CDP</b>				
CDP fails to be championed	2	4	MoCD commits to making changes to improve the Ministry and sector governance through consultation internally and with external stakeholders	Yes
CDP deadlines are not met	2	3	MoCD plans out actions with associated partners and resourcing required to ensure deadlines are realistic	Yes
CDP implementation fails	2	3	Individual responsibilities within MoCD are clarified and included in staff performance agreements	Yes
CDP design is unrealistic	2	2	Redesign the CDP and update it as implementation takes place	Yes

## 7. ANNEXES

### Annex 01 National Cultural Policy & Strategy – proposed indicators

NATIONAL CULTURAL POLICY AND STRATEGY INDICATORS				
<b>Mission - KIA MATUTU TA TATOU PEU MĀORI EI TUTAU NO TO TATOU ORAANGA TIRATIRATU - To strengthen our culture as foundation for achieving a high quality of life.</b>				
Key Areas	Language	Art and Art Forms	History and Historic Places	Cultural Industry
Sector Goals	Strengthen the use of our Cook Islands Maori languages and it dialects	To preserve, perpetuate and promote all arts and art forms	To preserve history and all historical places	To promote our cultural industry
Sector Outcomes	All Cook Islands people genuinely value the Cook islands Maori Language and dialects and can use them properly and are of a high quality	Raised awareness of the arts and various art forms for the benefit of Cook Islanders	More people have knowledge of our history and historical places and appreciate our culture as a result of having that knowledge	Developed our cultural industry as a way of improving the standard of living of our people and stimulating economic activities
Sector Indicators	New cultural content is produced each year	Increased access (availability) and participation at cultural events	Cook Islands heritage buildings and sites are maintained to the agreed national standard	Total annual cultural sector income from non-government sources is increasing
	Surveys audience satisfaction and collaborations and partnerships and cultural exchanges	Surveys of audience satisfaction ratings at cultural events	Preservation standards are increasing with qualitative assessments of Cook Islands collections at home and elsewhere.	Increase in number of businesses in the cultural sector
	More stories, performances and other creative works being produced	Increase in sales of Cook Islands creative and cultural work	Number of heritage related activities being undertaken each year is increasing	Total investment in capital infrastructure and assets for cultural activities is increasing
	More Cook Islanders are using Cook Islands Maori	Increasing income of the cultural sector including tourist spending on cultural goods, services and activities	No. of professionals and people graduating in heritage fields such as physical conservation and history is increasing	No. of creative industry partnerships is increasing

	More cultural content about Cook Islands is being produced and delivered by Islanders	More private sector organisations in cultural fields	Total Annual investment in equipment and infrastructure for heritage preservation and storage capacity is increasing	No's of emerging talent development and higher education opportunities in the cultural sector
	Cook Islands Maori Literacy Rates	Venues surveys of employment in cultural activities	No. of heritage reports, articles and information made public each year.	List of accredited cultural industries eligible for tax incentives

## Annex 02 MoCD Legislative Mandates

Current legislation and MoCD functions
<p><b>Ministry of Cultural Development (MoCD) Act 1990</b></p> <p>Preserves, perpetuates and enhances Cook Islands heritage, uses cultural art forms to encourage productive, economic, social and educational activities, presents various elements of ancient and contemporary Cook Islands art and cultural forms. Establishes the National Arts Council (NAC) to meet a minimum of four times per annum and advise MoCD on matters relating to cultural development, and establishes a Cultural Development Fund for disbursement by the NAC.</p> <p>The MoCD Amendment Act 1993-94 required the Cultural Development Funds to be paid into the Cook Islands Government Account</p> <p><b>MoCD functions are to:</b></p> <ul style="list-style-type: none"> <li>• Encourage, promote, support and develop standards in the arts</li> <li>• Encourage, promote and develop the practice and appreciation of Cook Islands arts and culture</li> <li>• Provide access to all forms of artistic activity</li> <li>• Carry out and oversee activities relating to the: library and museum, archives, anthropological services, national arts council, constitutional celebrations, audio-visual recording, and other responsibilities as legislated</li> <li>• Act as secretariat to the NAC</li> </ul> <p><b>NAC can disburse Cultural Development Funds for:</b></p> <ul style="list-style-type: none"> <li>• Give grants for study, assignments, commissions, investigations or experience in matters decided by Council</li> <li>• Give grants or subsidies to organisation's executing, creating, publishing or presenting arts or preserving and display of articles of art recommended by the Council</li> <li>• Provide awards for outstanding achievement in arts within or beyond the Cook Islands</li> <li>• Commission the creation or execution of artistic works</li> <li>• Acquire or exchange gift artistic work and give to local museum/library for safe custody or control</li> <li>• Arrange artistic exhibitions or performance within or beyond Cook Islands</li> </ul>
<p><b>Public Records Act 1984</b></p> <p>Better preservation of public records of the Cook Islands. Establishes the National Archives Office of the Cook Islands and the role and functions of the Archivist. Defines public records.</p> <p><b>MoCD functions</b></p> <p>Support the National Archivist to:</p> <ul style="list-style-type: none"> <li>• Return public records to a Govt. dept. with conditions</li> <li>• Request or demand a public record to be surrendered to the archives office</li> <li>• Authorise destruction of public records and seek advice from a qualified person to determine the permanent nature of the record</li> <li>• Authorise routine destruction of public records, held past their expiry date</li> <li>• Permit public access to public records – except where there is good cause to restrict access</li> </ul>
<p><b>Cultural and Historical Places Act 1994-95</b></p> <p>Preserves the historic heritage of the Cook Islands and establishes Cultural and Historic Places Trust as body corporate.</p> <p><b>MoCD functions</b></p> <p>Act as Secretariat to the Board of Trustees to:</p> <ul style="list-style-type: none"> <li>• Identify, investigate, classify, record, protect and preserve any historic place, keep records, and promote this</li> <li>• Acquire, restore and manage any historic place or assist others in doing so and charge fees for access</li> <li>• Secure or expend funds and sign agreements to undertake functions and provide grants for</li> </ul>

investigations – exempt from Income & Turnover tax

- Foster public interest in historic places and areas – erect signs and notices
- Furnish information, advice and assistance in relation to the identification, investigation, classification and recording of historic places and areas to protect and preserve these

Members not personally liable – funds from Parliament– can appoint employees – prepare annual report to Minister

**Antiquities and Artifacts Act 1994-95**  
 Protection of antiquities and records ownership, export and sale of Cook Islands artifacts within the Cook Islands. Minister can acquire artifacts.  
 MoCD (Secretary) functions

- Restrict export of antiquities
- Approve removal if no detrimental impact/not contrary to public interest
- Decline or set conditions for removal – appeals to Minister
- Register collectors
- License auctioneers or second hand dealers of artifacts
- Issue certificate of artifact examination
- Report to Minister on operations of this Act

**Te Reo Maori Act 2003**  
 Establishes Maori as an official Cook Islands language and Te Kopapa Reo Maori (Language Commission). The role of the Commission is to:

- Create national standards for Maori phonetics, grammar, vocabulary, orthography
- Publish standards in Cook Islands Gazette
- Act as national authority on standards
- Grant certificates of competency in interpretation or translation
- Advise MoCD on its functions
- Report to the Secretary of MoCD
- Receive/investigate complaints re: certificate and cancel/suspend these
- Consider CIGOV. policy in relation to Maori

No personal liability against Kopapa Reo members  
 MoCD functions:

- Assist Kopapa Reo perform its functions and duties
- Promote the Maori language
- Prepare regulations to give effect to the Act e.g. fees
- Set remuneration and allowances for Kopapa Reo members

**Traditional Knowledge (TK) Act 2013**  
 Gives legal recognition to rights of traditional knowledge held by traditional communities of the Cook Islands (CIs). Protects the rights of those communities (rights-holders) or the benefit of the people of the Cis. Establishes a Traditional Knowledge Advisory Committee to advise Minister/Cabinet on traditional outcomes.  
 MoCD (Secretary) functions:

- Maintain Register of TK and rights-holders
- Give public notice of applications accepted
- Approve applications to register TK
- Register TK >6mths post public notice
- Administer multiple TK applications

Only CI residents can apply to register TK - TK applications first to Are Korero - Are Korero can resolve disputes - TK Advisory Committee 1 rep from each Are Korero – Penalties \$25k-\$500k

**Cook Islands Copyright Act 2013**  
 Amends and restates law relating to copyright and other forms of protection for intellectual creations  
 MoCD functions:

- Administer the Act
- Promote awareness of copyrights held on literary, film, music, artistic performance works
- Highlight penalties for infringement of different sections of the Act

Copyright duration – for the life of the author and for 50 years from the end of the calendar year in which the author dies. Penalties – up to \$50,000 - \$100,000

### Annex 03 Stakeholders consulted

	NAME	POSITION	Represents
1	Anthony Turua	Secretary for the MoCD	MoCD
2	Repeta Puna	Acting Director, Cultural Governance	MoCD
3	Janette Browne	Events Organiser	MoCD
4	Nooapii Ioaba	Manager, National Auditorium	MoCD
5	Terai Joseph	Personal Assistant to Secretary	MoCD
6	April Le Monk	Anthropology Officer	MoCD
7	Susan Love	Museum Officer	MoCD
8	James Marona	Technical Officer	MoCD
9	Toni Moeroa	Museum Assistant	MoCD
10	Iaveta Nicholas	Property Assistant/Archives Officer	MoCD
11	Nooapii Nicholas	Manager, National Museum	MoCD
12	Ngaoa Paniani	Manager, National Archives	MoCD
13	Sandra Taringa	Auditorium Assistant	MoCD
14	Rutera Taripo	Te Reo Maori Coordinator	MoCD
15	Teuru Tuakanangaro	Museum Assistant	MoCD
16	Tui Tupa	Archives Officer	MoCD
17	Odile Urirau	Manager, National Library	MoCD
18	Russell Hynd	Treasury Operations Manager	MFEM
19	Aashqeen Hasan	Shared Services Accountant	MFEM
20	Roimata Wichman	Shared Services Finance Officer	MFEM
21	Caren Rangī	Deputy Chair of the Arts Council of New Zealand	Private
22	Pua Hunter	Director of ICT	OPM
23	Makiuti Tongia	Former Secretary of MoCD	Private
24	Henrica Wilson-Marona	Te Kopapa Reo Maori	MoCD
25	George Paniani	Te Kopapa Reo Maori	MoCD
26	Mauri Toa	Te Kopapa Reo Maori	MoCD
27	Ben Bergman	Bergman & Sons Art Gallery	Director
28	Glenda Tuaine	Motone Productions	Private
29	Maurice Newport	Motone Productions	Private
30	Marjorie Crocombe	USP Cook Islands Maori Advisory Committee	Private
31	Rod Dixon	USP Cook Islands Campus Director	USP
32	John Herrmann	Former USP Cook Islands Campus Director	Private
33	Ngatuaine Maui	Former MoCD Manager, Museum	Private
34	Gaye Whitta	Managing Director	CITC
35	Lahaina Kelly	Commercial Manager	Bluesky
36	Sarah Moreland	Sales Revenue & Marketing Manager	AirRaro
37	Gail Townsend	Secretary	MoE
38	Ngavaevae Papatua	NZQA Examiner & Advisor Reo Maori Secondary	MoE
39	Jane Taurarii	Manager, Language and Culture	MoE
40	Tutere Moetaua	Reo Maori Advisor Primary level	MoE

41	Teariki Vakalalabure	Chief Executive Officer	BTIB
42	Halatoa Fua	Chief Executive Officer	CIs Tourism
43	Sarah Short	First Secretary – NZ Aid	NZ MFAT
44	Rohan Ellis	Director of Islander	Private
45	Garth Henderson	Financial Secretary	MFEM
46	Angelia Williams	Budget Manager	MFEM
47	Gerald McCormick	President CIs Library & Museum Society	CILMS
48	Moana Moekaa	Member CIs Library & Museum Society	CILMS
49	Ron Patia	Manager Customer Services & Marketing	BCI
50	Ina Davies	Team Leader Marketing	BCI
51	Byron Brown	Online and Social Media Specialist	Private
52	Sonny Williams	Former Secretary of Culture	Private
53	Tamari'i Tutangata	Chief Executive Officer	CIIC
54	Vasie Poila	Properties Manager	CIIC
55	Jeanine Daniel	Assistant Ombudsman	Ombudsman
56	Elizabeth Ponga	Former MoCD Policy Advisor	Private
57	Travel Tou	Tou Ariki – Kaumaiti Nui	House of Ariki
58	Tokerau Munro	Tinomana Ariki – Kaumaiti Iti	House of Ariki
59	Marie Napa	Pa Ariki	House of Ariki
60	Celine Tommy	Tararo Ariki representative	House of Ariki
61	Sam Napa Junior	Tupeariki Rangatira	House of Ariki
62	Rima Peni	Tetio Ariki representative	House of Ariki
63	Pastor Tangi	Kainuku Ariki representative	House of Ariki
64	Tupuna Rakanui	Clerk	House of Ariki
65	Grace Ruau	Office Administrator	House of Ariki