

**Manatū  
Taonga**

Ministry  
for Culture  
& Heritage

Released under the Official Information Act 1982

Briefing to the  
Incoming Minister for  
**Sport and  
Recreation**

November 2020

[newzealand.govt.nz](http://newzealand.govt.nz)

## Contents

|   |   |
|---|---|
| Introduction .....                                  | 3 |
| Portfolio overview .....                            | 3 |
| Portfolio responsibilities.....                     | 4 |
| Agency responsibilities.....                        | 5 |
| Priority topics.....                                | 5 |
| Upcoming decisions and actions .....                | 6 |
| Ministry support to the portfolio .....             | 6 |
| Appendix 1: Monitoring and sector performance ..... | 7 |
| Appendix 2: Funds and appropriations.....           | 8 |
| Appendix 3: About Manatū Taonga .....               | 9 |

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## Introduction

Nau mai hoki mai ki te kohinga Hākinakina me Ngā Mahi a te Rēhia.

Hikaka katoa ana mātou ki te wānanga tonu ki a koe kia mōhio ai mātou ki ō wawata mō tēnei kohinga, kia mārama ai hoki ki ō kawatau ki te Manatū Taonga. E hiamō ana hoki ki te whakatutuki i āu kaupapa e pā ana ki Te Hākinakina me Ngā Mahi a te Rēhia ki Aotearoa.

Welcome back to the Sport and Recreation portfolio.

We look forward to continuing to work with you on delivering your priorities for the portfolio and your expectations of the Ministry for Culture and Heritage. We're also excited to continue to work with you to deliver your strategic agenda for sport and recreation in Aotearoa.

## Portfolio overview

Sport, active recreation, and play are integral to New Zealand's cultural sector and New Zealanders' wellbeing and sense of shared national character.

Aotearoa has a proud and inclusive sporting tradition – from grassroots, all the way to the international stage – making connections across our regions and communities.

The Sport and Recreation portfolio contributes to the strategic priorities for the wider cultural sector, which are:

- **All New Zealanders can access and participate in cultural experiences** – accessible cultural activity is important to individuals and communities
- **The cultural sector is supported and growing sustainably** – a thriving cultural sector contributes to a strong economy
- **New Zealanders share a distinct and inclusive identity and value our history and traditions** – the cultural sector plays a large role in fostering individual and collective identities and social inclusion and tolerance.

Sport, active recreation, and play – along with the wider cultural sector – contribute to a broad range of social and economic objectives, including health, education, social cohesion, tourism, innovation, and regional development. For this reason, a number of countries, including New Zealand, locate sport within an arts, media and heritage cluster, rather than associate it directly with a particular government function such as health or education.



## Portfolio responsibilities

As Minister for Sport and Recreation, you have responsibility for a vibrant portfolio comprising the Ministry, Sport and Recreation New Zealand (Sport NZ) and Drug Free Sport NZ. Your new portfolio presents you with extensive opportunities to engage with and experience New Zealand's distinctive sporting culture, and to support and shape a resilient and valued sports and recreation sector. You, the Ministry, Sport NZ and Drug Free Sport NZ each have a set of responsibilities laid out in key reference documents such as the Crown Entities Act 2004, The Public Service Act 2020, *the Cabinet Manual (2017)* and *Statutory Crown Entities: A Guide for Ministers (2014)*.

As the Appropriation Minister for Vote Sport and Recreation you will work directly with Sport NZ, Government's lead organisation in the sports sector, to decide the direction of and priorities for the Sport and Recreation portfolio. Sport NZ, rather than the Ministry, has responsibility for providing Ministers with advice on sport and recreation policy. It also provides advice on anti-doping policy, which is implemented by Drug Free Sport NZ. A further statutory body, the Sports Tribunal, determines certain types of disputes for the sports sector. Sport NZ will be providing you with a separate briefing on the sport and recreation sector. Drug Free Sport NZ will provide you with a separate briefing on their work.

You are responsible for oversight and management of the Crown's interests in the Crown entities within your portfolio, as described in the Crown Entities Act 2004. This involves making sure that effective boards are in place, and participating in setting the strategic direction and annual performance expectations of Crown entities. Much of your strategy and priorities for the sector will be delivered by the Crown entities in your Sport and Recreation portfolio, and working with these entities will be a significant part of your new role.

You are also responsible for funding decisions made under Vote Sport and Recreation. The government's primary mechanisms for investing in sport are similar to those used for the wider cultural sector. Using an arm's-length model, the government makes funds available to distribution agencies, which make their own decisions about which programmes and organisations to support. They do this within the bounds of a broad statutory mandate and/or agreement with the government of the day. Appropriations in the Vote for the 2020/21 financial year are provided at Appendix 2.

## Agency responsibilities

| Ministry for Culture and Heritage   | Sport New Zealand  | Drug Free Sport New Zealand   |
|---|--|---|
| <ul style="list-style-type: none"> <li>Monitoring agency of Sport NZ</li> <li>Provides advice on board appointments and governance issues</li> <li>Provides advice on draft agency planning documents and performance issues</li> </ul> | <ul style="list-style-type: none"> <li>Development and implementation of national sport and recreation policies and strategies</li> <li>Provides advice on drug free sport policy</li> <li>Established High Performance Sport New Zealand as a wholly-owned subsidiary to lead the high performance sport system in New Zealand</li> </ul> | <ul style="list-style-type: none"> <li>Responsible for implementing the World Anti-Doping Code under the Sports Anti-Doping Act 2006</li> </ul> |

## Priority topics

**COVID-19 impact and response** – the sport and recreation sector has been hit hard by COVID-19 with the cessation of most sports at higher alert levels, and ongoing event cancellations and restrictions. Major international events such as the Olympic Games have been postponed or are experiencing continuing uncertainty because of international border restrictions. Sport NZ responded to the initial crisis by reprioritising some of its funding and utilising reserves to offer an immediate relief fund for affected organisations.

Sport NZ received \$264.6 million over five years in Budget 2020 to support the sport and recreation sector to recover, rebuild and adapt. Spending for 2020/21 and outyears is subject to you and the Associate Minister of Finance being jointly satisfied that the proposed spending is cost-effective and implementation-ready. Sport NZ is allocating the recovery funding in three waves:

- reset and rebuild (immediate relief)
- strengthen and adapt (building capacity and capability)
- different and better (new approaches, ideas and technologies).

| Investment outcome           | 2019/20 actual (\$m) | 2020/21 budget (\$m) | 2021/22 budget (\$m) | 2022/23 budget (\$m) | 2023/24 budget (\$m) | Total (\$m) |
|------------------------------|----------------------|----------------------|----------------------|----------------------|----------------------|-------------|
| Reset and rebuild            | 4.6                  | 78.0                 |                      |                      |                      | 82.6        |
| Strengthen and adapt         |                      | 57.0                 | 37.0                 | 10.0                 |                      | 104.0       |
| Different and better         |                      | 10.0                 | 26.0                 | 22.0                 | 20.0                 | 78.0        |
| Total sport recovery package | \$4.6                | \$145.0              | \$63.0               | \$32.0               | \$20.0               | \$264.6     |

## The funding disbursed by Manatū Taonga to Sport NZ to support the sport and recreation sector

- \$68.7 million has been disbursed to Sport NZ to deliver through new funding programmes.
  - An additional \$80.9 million will be disbursed to Sport NZ throughout the remainder of 2020/21 and a further \$115 million from 30 July 2021 – 30 June 2024.
  - To date Sport NZ has disbursed \$26.32 million in funding to the sector with a further \$41.2 million awarded to successful applicants of the funds.
- \$0.25 million has been disbursed to Sport NZ to safeguard Surf Life Saving New Zealand and Coastguard New Zealand so these organisations remain viable and maintain services at existing levels.
  - An additional \$0.25 million will be disbursed to Sport NZ throughout the remainder of 2020/21 and a further \$1.59 million from 30 July 2021 – 30 June 2024.
  - To date Sport NZ has disbursed \$0.13 million to Water Safety New Zealand and will continue to provide support over the next four years.

**Strategy** – Sport NZ’s vision is “Every Body Active”. Access and participation in sport, active recreation and play are ongoing issues, and Sport NZ has adopted a number of strategies to address this, including the recently developed strategy to take them through to 2032 (currently on hold while Sport NZ addresses the impacts of COVID-19 on the sector). The strategy focuses on keeping tamariki (5-11 years) and rangatahi (12-18 years) engaged in sport, active recreation and play, to address the drop-off in physical activity seen through the teenage years.

## Upcoming decisions and actions

These upcoming decisions and actions are required within the first few weeks of your appointment. The Ministry will provide you with advice to support these decisions.

| Decision required  | Timing for decision      |
|--|--------------------------|
| Funding decisions  |                          |
| The Ministry will engage with you on Budget 2021 processes and decisions from November | November 2020 – May 2021 |

## Ministry support to the portfolio

The Ministry is here to support you in carrying out your Ministerial duties and will provide you with free and frank advice on portfolio issues.

You will have a Private Secretary on secondment from the Ministry, who will support you with portfolio related matters and act as the interface between your office and the Ministry.

## Appendix 1: Monitoring and sector performance

### Ministry's role

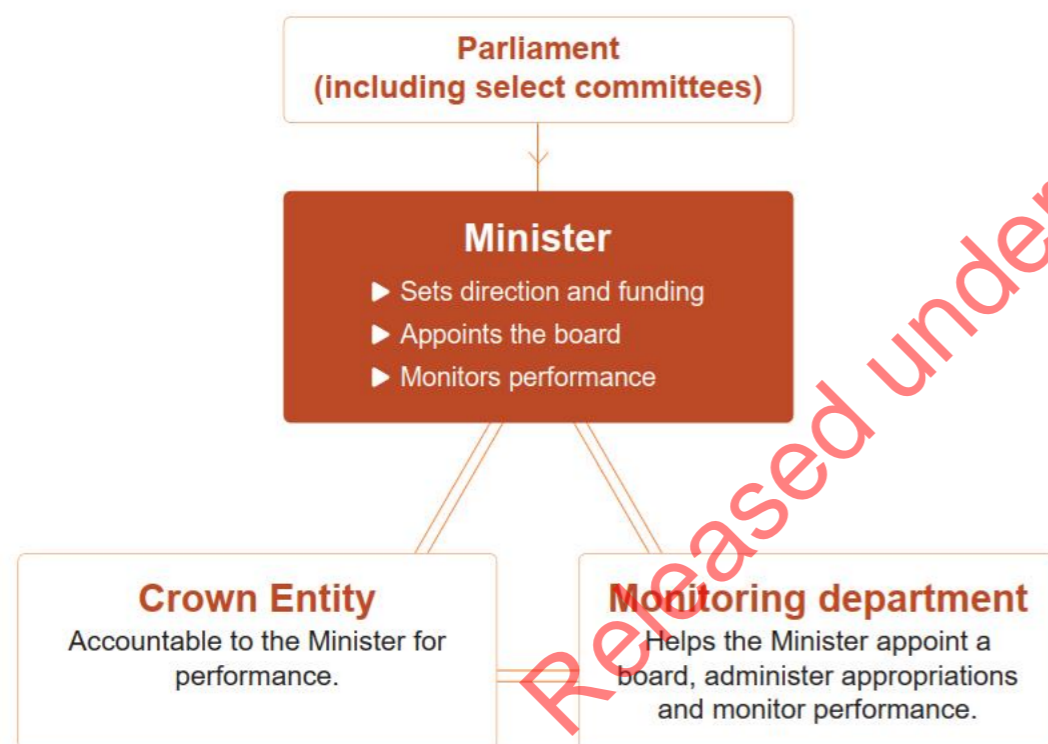
As stewards of the arts, culture, heritage, media and sporting sectors, the Ministry has a duty to advise Ministers on the sustainability, health and capability of the sector and the challenges and opportunities the sector faces. Our overall aim is to drive sector performance for the benefit of all New Zealanders. Our role as a monitor is to assist you, as the responsible Minister, to carry out your role in:

- **Ensuring an effective board is in place** by appointing members to, and removing members from boards and determining remuneration of some board members
- Giving directions to entities to **give effect to government** policy (Crown agents) or have regard to government policy (autonomous Crown entities)\*
- **Reviewing** the operations and performance of the entity
- Requesting **information** from an entity
- Participating in the process of setting the entity's **strategic direction** and performance expectations
- **Monitoring** the entity's performance
- **Answering to Parliament** for the performance of the entity.

\* there are some restrictions on direction – e.g. allocating sports funding, which is through Sport NZ

As monitor we are also responsible for

- Administering **appropriations**
- Administering **legislation**
- Tendering independent **advice to Ministers**, including advice on entities' performance



From 'It Takes Three' – Te Kawa Mataaho, Public Service Commission

### Minister's responsibilities and government expectations

| Crown Agent   | Independent Crown Entity   |
|---|--|
| Sport New Zealand   | Drug Free Sport NZ   |
| <ul style="list-style-type: none"> <li>• Minister for Sport and Recreation determines Board appointments (via Cabinet) and (with discretion) can remove Board members</li> <li>• Minister for Sport and Recreation sets direction and annual expectations</li> <li>• Minister for Sport and Recreation can direct on government policy, and the agency must 'give effect' to policy that relates to the entity's functions and objectives if directed to do so</li> <li>• Agency must 'give effect to' Whole-of-Government approach if directed by Ministers of Finance and Public Service</li> </ul> | <ul style="list-style-type: none"> <li>• Minister for Sport and Recreation makes recommendations on Board appointments to the Governor-General</li> <li>• To remove Board members the Minister for Sport and Recreation must have just cause, consult with the Attorney-General, and make recommendations to the Governor-General</li> <li>• Minister for Sport and Recreation sets direction and annual expectations</li> <li>• Agency must 'give effect to' Whole-of-Government approach if directed by Ministers of Finance and Public Service</li> </ul> |

### Overview of entities

**Sport NZ**  
Chair: Bill Moran  
Chief Executive: Peter Miskimmin

- Kaitiaki of the play, active recreation and sport system
- High Performance Sport NZ (subsidiary) supports athletes to perform on the world stage
- Funds sports organisations and provides policy function for sport
- Established under the Sport and Recreation Act 2002

\$236.591m from Vote Sport and Recreation in 2020/21 including \$145m COVID response funding

**Drug Free Sport NZ**  
Chair: Tim Castle  
Chief Executive: Nick Paterson

- Anti-doping organisation committed to protecting and promoting a culture of clean, drug-free sport
- Responsible for administering the World Anti-Doping Agency Code in New Zealand.

\$3.239m from Vote Sport and Recreation in 2020/21

## Appendix 2: Funds and appropriations

### Overview of Vote Sport and Recreation (as at Pre-Election Fiscal Update)

| Type of appropriation            | Funding                             | Estimated cost 2020/21 (\$m) |
|----------------------------------|-------------------------------------|------------------------------|
| Departmental Output Expenses     | Departmental outputs                | \$0.319                      |
|                                  | Departmental capital expenditure    | \$0                          |
| Non-Departmental Output Expenses | Sports Anti-Doping                  | \$3.239                      |
|                                  | Sport & Recreation Programmes       | \$169.399                    |
|                                  | High Performance Sport              | \$63.442                     |
| Other Expenses                   | Prime Minister's Sport Scholarships | \$4.250                      |
|                                  | Miscellaneous Sports Grants         | \$0.044                      |
| Total Vote                       |                                     | \$240.693                    |

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## Appendix 3: About Manatū Taonga

The Ministry's Chief Executive and Secretary for Culture and Heritage, Bernadette Cavanagh, is your main point of contact with the Ministry. She is responsible to you as portfolio Minister, and for the financial management, performance and sustainability of the Ministry under section 34 of the Public Finance Act.

As government's adviser on cultural issues, the Ministry provides strategic leadership across the government-funded cultural sector and maintains a comprehensive overview of our sectors. The Ministry has direct responsibilities for three portfolios:

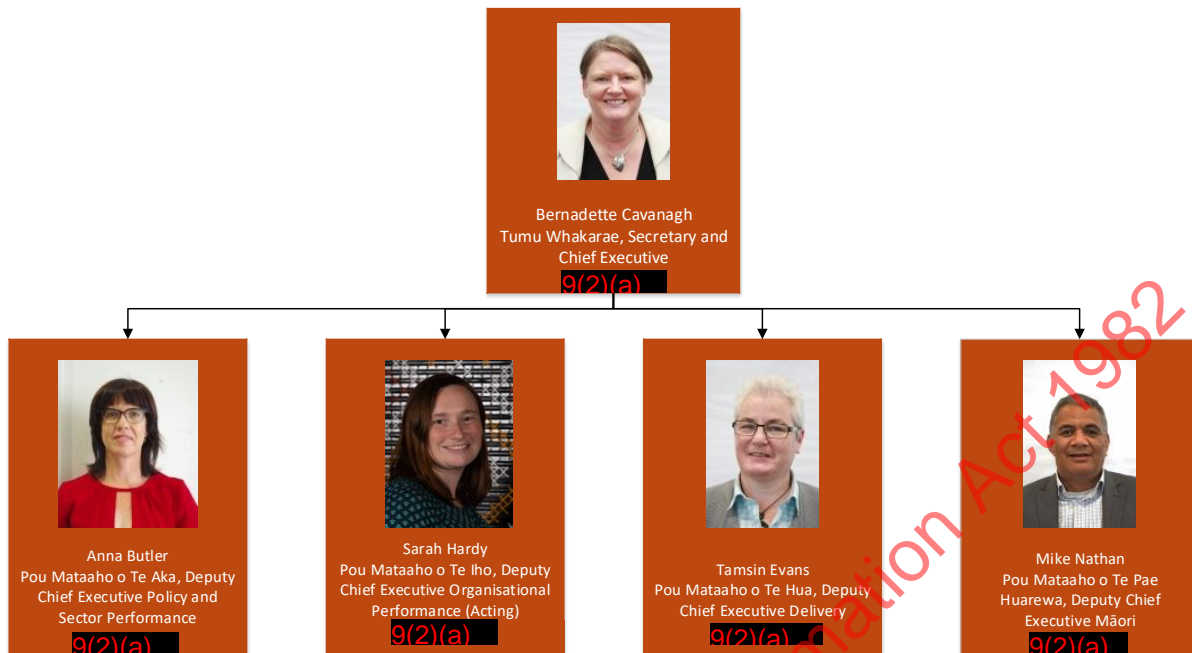
| Ministry portfolio responsibilities   |   |  |
|---|---|--|
| Arts, Culture and Heritage  | Broadcasting and Media  | Sport and Recreation   |
| <ul style="list-style-type: none"> <li>• Provides policy advice to support arts, culture and heritage objectives</li> <li>• Delivers cultural programmes and initiatives, produces resources, and administers legislation</li> <li>• Funds and provides advice on Crown-funded agencies performance, including advice on setting entities' strategic direction and priorities</li> <li>• Provides advice on board appointments and governance issues</li> <li>• Provides advice on draft agency planning documents</li> </ul> | <ul style="list-style-type: none"> <li>• Provides policy advice to support broadcasting and media objectives</li> <li>• Provides advice on board appointments and governance issues</li> <li>• Provides advice on draft agency planning documents and performance issues</li> <li>• Fund administrator for broadcasting support packages</li> </ul> | <ul style="list-style-type: none"> <li>• Monitoring agency of Sport NZ and Drug-Free Sport NZ</li> <li>• Provides advice on board appointments and governance issues</li> <li>• Provides advice on draft agency planning documents and performance issues</li> </ul> |
| <p>Funding for Arts, Culture and Heritage and Broadcasting and Media is provided via Vote Arts, Culture and Heritage and is the responsibility of the Minister for Arts, Culture and Heritage (with the exception of the broadcasting packages). It is administered by the Ministry.</p>  |   | <p>Funding for Sport and Recreation is provided via Vote Sport and Recreation and is the responsibility of the Minister for Sport and Recreation. It is administered by Sport New Zealand.</p>   |

The Arts, Culture and Heritage and Broadcasting and Media portfolios connect with and support the Government’s priorities and objectives across many portfolios. The Ministry works closely with many government agencies on policies and initiatives to leverage the wider benefits of cultural engagement, and to support the Ministry’s strategic priorities:

| Ministry arts, culture and heritage strategic priorities   |   |   |   |
|--|---|---|---|
| <p><b>Access and Participation</b><br/>New Zealanders can access and participate in cultural experiences</p> <ul style="list-style-type: none"> <li>• Creative spaces, with the Ministry of Social Development</li> <li>• Repatriation of human remains, with Te Papa</li> </ul> | <p><b>Sustainable Growth</b><br/>The cultural sector is supported and growing sustainably</p> <ul style="list-style-type: none"> <li>• Creatives in Schools, with the Ministry of Education</li> <li>• Creative Career Services with Ministry of Social Development</li> <li>• Cultural Diplomacy International Programme and other international initiatives, with the Ministry of Business, Innovation and Employment, the Ministry of Foreign Affairs and Trade, and New Zealand Trade and Enterprise</li> </ul> | <p><b>National Identity</b><br/>New Zealanders share a distinct and inclusive identity and value our history and traditions</p> <ul style="list-style-type: none"> <li>• Strengthening Heritage Protection, with the Ministry for the Environment</li> <li>• Mātauranga Māori Te Awe Kotuku, with Te Puni Kōkiri and the Department of Internal Affairs</li> <li>• Commemorative and memorial events, with the New Zealand Defence Force, the Department of Internal Affairs and Te Puni Kōkiri</li> <li>• Commemorating Waitangi Day, with Te Arawhiti and Te Puni Kōkiri</li> <li>• Maihi Karauna, co-leading the Aotearoatanga outcome with Te Puni Kōkiri and Te Māngai Pāho</li> </ul> | <p><b>Investing in News and Stories</b><br/>New Zealand’s media system is strengthened to ensure an informed democracy</p> <ul style="list-style-type: none"> <li>• Building a sustainable media sector, with sector consultation and engagement</li> <li>• Wider Content Regulation Review, including with the Department of Internal Affairs</li> <li>• Strong Public Media, including RNZ, TVNZ and NZ On Air</li> </ul> |

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## The Ministry's people



The Ministry is led by Bernadette Cavanagh, Tumū Whakarae Chief Executive, and comprises four groups:

- *Te Toi, Office of the Chief Executive* advises on the strategic direction of the Ministry, ensures the Ministry is fulfilling its Treaty obligations in meeting the aspirations of iwi, and supports on priority issues across the Ministry.
- *Te Aka, Policy and Sector Performance* provides policy advice to the Government on arts, media and heritage issues, and monitors the Government's interest in Crown-funded cultural sector agencies.
- *Te Hua, Delivery* connects people with New Zealand's culture and heritage by caring for and sharing the nation's taonga and stories. Te Hua oversees the national commemoration programme, manages important national memorials, and administers legislation and capital funding programmes.
- *Te Iho, Organisational Performance* supports the Ministry by providing finance, human resources, information management, legal and Ministerial servicing and communications services.

The Ministry has a total of 149 headcount or 141.3 full-time-equivalent employees as at 31 August 2020. This includes permanent and fixed term staff but excludes casual staff and vacancies. In addition, the Ministry currently has a number of contractors working on initiatives that are part of the government response to COVID-19.

Our primary offices are located in the Public Trust Building on Lambton Quay, and we also have staff based at the Education Centre at the Pukeahu National War Memorial.