

**Full Council**

**27 June 2024**

**Report for Agenda Item | Rīpoata moto e Rāraki take [4]**

**Department: Community Services**

**Title | Taitara: Te Muka Toi, Te Muka Tākata**

**The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District**

**Purpose of the Report | Te Take mō te Pūroko**

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The purpose of this report is to present Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District to Council for endorsement. The strategy has been developed in partnership by the Queenstown Lakes District Council, the Three Lakes Cultural Trust, Lakes District Museum and Kāi Tahu and was informed by community consultation.

**Recommendation | Kā Tūtohuka**

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That the Council:

1. **Note** the contents of this report;
2. **Endorse** Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District
3. **Agree** Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District will come into effect on 1 July 2024; and
4. **Revoke** the Heritage Strategy 2010 effective from 1 July 2024.

**Prepared by:**



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**Title:** Community Partnerships Manager

7 June 2024

**Reviewed and Authorised by:**



**Name:** Simon Battrick  
**Title:** General Manager Community Services  
(Acting)

7 June 2024

## Context | Horopaki

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1. In February 2023, a steering group was formed to support the development of a widely adopted, community-led strategy to enhance, support and celebrate creativity, culture and heritage in the Queenstown Lakes District. This paper presents the final iteration of that strategy, following significant community engagement. The final document is Te Muka Toi, Te Muka Tākata | The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District ('the strategy').
2. The strategy was developed through a process of collaboration and partnership with the Queenstown Lakes District Council (QLDC), the Three Lakes Cultural Trust (TLCT), Lakes District Museum and Kāi Tahu, and was informed by community consultation.
3. The name of the strategy is Te Muka Toi, Te Muka Tākata, which means 'the unbreakable thread connecting creativity and humanity'. This strategy reflects the many histories, traditions, and unique stories that weave together to create who we are as a community.
4. Ten hui were held district-wide to help inform and shape the Strategy. Attendees represented the district's diverse communities, including Kāi Tahu and local Māori, creative practitioners, educators, stakeholders, QLDC staff and QLDC elected members, Regional Tourism Offices, Department of Conservation, community groups, businesses and youth collectives.
5. Through a range of pre-engagement and community engagement on the draft strategy, the following key themes were identified:
  - The need to build creativity, culture and heritage as a thread through the many elements of the district - from trail signs to new bridges, and civic spaces, to the type of events that contribute to a vibrant district.
  - Could the district become known as a place of cultural and intellectual adrenaline?
  - That we need to protect our taoka - once gone, heritage is irreplaceable.
  - There is a need for safe spaces and places that connect.
  - That bold leadership and a unified vision for creativity, culture and heritage is required across the district.
  - That the district's creatives need support to grow and fulfil their potential.
  - That creativity, culture and heritage are essential to a thriving future for the district's communities.
  - Heritage is a living part of who our communities are today and how they capture contemporary history is vital.

- That the district needs to make the necessary changes now to ensure social cohesion and a connected community.
6. Engagement with elected members and the community on the draft strategy has included:
    - March to July 2023 – Early community insights engagement, seven district-wide hui and an online survey open for community feedback for four weeks.
    - 8 August 2023 – Community & Services Committee workshop; partners present on early community engagement and an overview of key strategy content proposed.
    - 17 October 2023 – Full Council workshop presentation on draft strategy for discussion.
    - 4 December 2023 – Council workshop to share and provide an update on progress and a timeline for community engagement on the draft strategy.
    - 18 March – 19 April 2024 – Community engagement on the draft strategy.
  7. The strategy represents an important step in progressing and expressing a collective local view of creativity, culture and heritage in the Queenstown Lakes District. This document will be an essential enabler for enhancing collaboration and sourcing investment to deliver the actions outlined in the implementation plan. This strategy recognises that the proposed projects and programmes will require detailed scoping, including development of funding plans, to ensure sustainable delivery of the work can be achieved.
  8. The strategy recognises the role of Three Lakes Cultural Trust as the Regional Arts Organisation (RAO) for the Queenstown Lakes District, a key organisation driving implementation of the strategy, and advocating for the creativity, culture and heritage sectors. The RAO has a key role in promoting and encouraging the growth of creativity industries, delivering capacity building programmes for the creativity, culture and heritage sector and facilitating connectivity and partnerships the development, funding and delivery of key programmes and infrastructure. A key action in 2024-2026 of the Strategy Implementation Plan is for the RAO Board to transition its governance model to ensure district wide, creative, cultural and heritage sector representation.
  9. Key drivers for development of the strategy include the QLDC Grow Well Whaiora | Spatial Plan and the Haereka whakamu ki to ao taurikura/Towards a Thriving Future the district-wide Destination Management Plan. Refer to section 23 of this report for further detail on alignment with these plans and other relevant policies and strategies.
  10. Development of the strategy was partially funded by the Government's Better Off Funding (BoF) which was established as part of the Three Waters Reform process. Central government set aside \$500 million (nationwide) in Tranche 1 for local authorities to use to improve amenity and wellbeing outcomes for residents. This funding has provided an opportunity for councils to progress and accelerate projects, reducing the impact to ratepayers.

11. It is recommended that the Heritage Strategy 2010 is revoked and replaced by Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy. Recognition of the value of the heritage sector and key outcomes identified in the Heritage Strategy 2010 is encompassed and updated in Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy.

#### Analysis and Advice | Tatāritaka me kā Tohutohu

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This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.

12. **Option 1** Endorse the Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District and revoke the Heritage Strategy 2010.

#### Advantages:

- **Meeting community expectations and aspirations:** The strategy represents an important step in progressing and expressing a collective local view of creativity, culture and heritage in the Queenstown Lakes District. The many contributors to the development of the strategy have an expectation that this is implemented; to ensure a more coordinated approach to the development and support of creativity, culture and heritage, amplifying efforts already underway, minimising duplication and competition and enhancing opportunities.
- **Further enhancing the partnership formed to develop the strategy:** For over a year, representatives of QLDC, Three Lakes Cultural Trust and the Lakes District Museum, have worked closely as a steering group, in consultation with Kāi Tahu, to engage with community and develop the strategy. This collaboration has provided a valuable foundation to support the successful implementation of the strategy.
- **Essential enabler for enhancing collaboration and investment:** The strategy will be an essential enabler for enhancing collaboration and sourcing investment for the creativity, culture and heritage sectors in the Queenstown Lakes District, including the creative economy.

#### Disadvantages:

- **Cost and resources:** Staff from QLDC and partner organisations will need to commit time and financial resources to achieving many of the actions outlined in the Implementation Plan.

13. **Option 2** Do not endorse the Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District.

#### Advantages:

- **Avoid further cost and resource expenditure:** Staff from QLDC and partner organisations will commit time and financial resources to achieving many of the actions outlined in the

Implementation Plan. This strategy recognises that the proposed projects and programmes will require detailed scoping, including development of funding plans, to ensure sustainable delivery of the work can be achieved. If the strategy is not endorsed many of these likely costs will costs (time and resources) will be avoided.

*Disadvantages:*

- **Reduced investment and negative impact on sector relationships:** If the strategy is not progressed then a significant opportunity will be lost to progress and express a collective local view of creativity, culture and heritage in the Queenstown Lakes District. This will constrain investment opportunities in the local sector and will have a negative impact on key community relationships that have been strengthened via a partnership approach in development of the strategy. Without a clear district-wide strategy, investment and support from Creative New Zealand and other relevant central government agencies may be limited.

14. This report recommends **Option 1** because it aligns with QLDC's strategic goals and supports the aspirations of the community in relation to creativity, culture and heritage, ensuring these can be progressed, further enhancing community wellbeing.

Consultation Process | Hātepe Matapaki

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**Significance and Engagement | Te Whakamahi I kā Whakaaro Hiraka**

15. This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy 2021 because:

- Implementation of the strategy will benefit the district's social, economic, environmental, and cultural wellbeing.
- The strategy seeks to have intergenerational benefit, improving community wellbeing outcomes for individuals, organisations, groups and the creativity, culture and heritage sectors in the community. There is community interest in this work as it supports the aspirations of diverse groups within the community, including enhancing social cohesion, connection and resilience.

16. The persons who are affected by or interested in this matter are residents/ratepayers of the Queenstown Lakes District community, and individuals, organisations and groups involved with or benefiting from the creativity, culture and heritage sectors.

17. Refer to section 6 of this report for a summary of community engagement completed as part of development of the strategy.

### Māori Consultation | Iwi Rūnaka

18. The strategy partners, including Council, have engaged and sort feedback from Kāi Tahu and maata waka throughout development of the document. The strategy acknowledges the vital role of Māori and the special and unique role of takata whenua to achieve key outcomes in the strategy. This is specifically stated in *Foundation 1 He tukanga kākanorua A bicultural approach*. Foundation 1 key objectives are:

- Establish a strong working relationship with Kāi Tahu.
- Honour Council's role as Takata Tiriti (People of the Treaty) and in support of Te Ao Māori.
- In partnership with Kāi Tahu, recognise, value and celebrate Kāi Tahutaka and mātauraka, including Kāi Tahu stories of place.

### Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka

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19. This matter relates to the Community & Wellbeing risk category. It is associated with RISK10005 Ineffective planning for community services or facilities within the QLDC Risk Register. This risk has been assessed as having a high residual risk rating.

20. The approval of the recommended option will allow Council to implement additional controls for this risk. This will be achieved by implementing the strategy and achieving community wellbeing outcomes that support improved community services and facilities, social cohesion and enhancement of the creative economy.

### Financial Implications | Kā Riteka ā-Pūtea

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21. All QLDC financial investment in the strategy will be managed within budgets proposed in the draft Long Term Plan 2024-2034.

22. The strategy recognises that the proposed projects and programmes will require detailed scoping, including development of funding plans, to ensure sustainable delivery of the work can be achieved. The strategy will help to inform future work programmes, including resourcing requirements.

### Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera

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23. The following Council policies, strategies and bylaws were considered:

- Local Government Act 2002; the recommended option is consistent with the principles set out in the Act.
- The strategy is aligned with and considers the principles of the QLDC Mission and Vision Beyond 2050, in particular:
  - Whakapuāwai Hapori Thriving people



- Whakatinana i te ao Māori Living te ao Māori
  - Whakaohooho Auahataka Breathtaking creativity
  - Kia noho tahi tātou kātoa Pride in sharing our places
  - He ōhaka taurikura Opportunities for all.
- Related QLDC policies and strategies and bylaws include:
    - QLDC Grow Well Whaiora | Spatial Plan: The Grow Well Whaiora Partnership was established between QLDC, Kāi Tahu, Otago Regional Council and the Crown to respond to the district’s urban growth challenges. The partnership has produced the district’s first Spatial Plan. The Spatial Plan sets out how and where the district’s growth will occur over the long term. It aims to deliver positive growth that benefits the environment, housing, access to jobs, community wellbeing and visitor experience. The Spatial Plan identifies a range of outcomes and priority initiatives which support the progression of a comprehensive Creativity, Culture and Heritage Strategy. The strategy aligns with outcomes 4 and 5, and actions 12, 15, 16 & 17 of the Spatial Plan. In particular, priority initiative 16 *‘Complete, update and implement QLDC Community Facilities, Parks and Reserves and Community Wellbeing strategies and plans’* and outcome 5 *‘A diverse economy where everyone can thrive’*.
    - Haereka whakamu ki to ao taurikura/Towards a Thriving Future the district-wide Destination Management Plan (DMP): Travel to a thriving future is Queenstown Lakes’ roadmap to regenerative tourism by 2030. The DMP is an output and a priority initiative of the Grow Well | Whaiora Spatial Plan. A partnership between Destination Queenstown, Lake Wānaka Tourism and QLDC, with input from Kāi Tahu and the Department of Conservation. The strategy delivers against projects 1, 3, 6, 19 and supports project 13 of the DMP, Project 6: Arts, Culture and Heritage Development – “Enable Māori and non-Māori to tell the stories of their heritage and connections to this place in a way that impacts visitors.”
    - Art in Public Places Policy (2015): Determines the process for commissioning public art in the district, where the Lakes District Cultural Trust has a mandate to foster a wide range of art and specifically to fund or partially support at least one public artwork or cultural activity each year. Review of this strategy is a key action in Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District.
    - Events Strategy (2015): QLDC has committed to provide significant investment to support both commercial and community events in the district. Council’s vision of this strategy is to: “Promote and support a balanced portfolio of sporting and cultural events that meet community objectives for the district as a whole in respect of recreational activities, community infrastructure and economic growth.” Review of this strategy is a key action in Te Muka Toi, Te Muka Tākata |The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District.

- Our Community Spaces (2018): This report presents research into community groups, services and facilities in the Queenstown Lakes District. This report is being refreshed in 2024.
- Mahere Whakanorau Ōhaka Hukihuki mō kā Roto o Tāhuna Queenstown Lakes Economic Diversification Plan (in draft; to be completed in 2024): The strategy aligns with key outcomes of this Plan, in particular relating to growing a strong creative economy in the district.
- Welcoming Plan (in draft; to be completed in 2024). QLDC is part of Welcoming Communities | Te Waharoa ki ngā Hapori, a programme to support newcomers to feel welcome and able to participate in the economic, civic, cultural and social life of their new community. The programme aims to make the district more welcoming for everyone. The strategy is strongly aligned with all key elements of the Welcoming Communities programme (Inclusive Leadership; Welcoming Communications; Equitable Access; Connected and Inclusive Communities; Economic Development; Business and Employment; Civic Engagement and Participation; Welcoming Public Spaces; Culture and Identity).

24. The recommended option is consistent with the principles set out in the policies and strategies listed above in paragraph 23 of this report.

25. This matter is included in the Long Term Plan in relation to operational and staff budgets identified to support delivery of the strategy.

#### Local Government Act 2002 Purpose Provisions | Te Whakatureture 2002 o te Kāwanataka ā-Kiaka

26. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future. The strategy will support all community wellbeing outcomes in delivery of its key actions, with a particular focus on economic, social and cultural wellbeing. As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.

27. The recommended option:

- Can be implemented through current funding under the Long Term Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.



Attachments | Kā Tāpirihaka

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A	Te Muka Toi, Te Muka Tākata / The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District
B	Whakatinana Implementation Plan for Te Muka Toi, Te Muka Tākata / The Creativity, Culture and Heritage Strategy for the Queenstown Lakes District

**Note:** Attachment A is circulated **separately**.