

Arts Policy (currently under review)			
Approved by	Council		
Department	Community Services		
Original Approval Date	24 February 2010	Review Approval Date	24 February 2014
Next Review Deadline	24 February 2017	EDRMS Working Doc #	346137
Relevant Legislation	Local Government Act 2002		
NCC Documents Referenced	Not Applicable		

Purpose

The purpose of the Arts Policy is to promote social, cultural, economic and environmental well-being in accordance with the Local Government Act 2002 through the facilitation, support, promotion, regulation, and in some cases, the direct provision of public arts within the Napier community. The policy is a consolidated document which reviews the arts and art deco heritage activities that Council is currently involved in, provides a decision making framework for Council, and seeks to provide a consistent and integrated approach to the delivery of Council services in areas of arts and art deco heritage.

Napier City Council is involved in heritage and arts through a range of mechanisms. These include; policy and planning documents such as the Long Term Council Community Plan, the Strategic Plan, the Annual Plan, the District Plan; business unit activity areas such as the Libraries, the Hawke's Bay Museum and Art Gallery and the Municipal Theatre; as well as community service funding agreements with Creative Napier, the Hawke's Bay Cultural Trust, and the Art Deco Trust.

This policy relates to Napier City's mission "to make Napier the best provincial city in New Zealand" and in particular the four key goals of Council's Strategic Plan;

- The provision of affordable services to all Napier residents
- The provision of high-quality infrastructure
- The provision of high-quality 'lifestyle' opportunities for both citizens and visitors
- Developing Napier as a leading commercial and tourism centre

The policy also relates to the community-identified outcomes in the Long Term Council Community Plan, more specifically;

- An environment that is appreciated, protected and sustained for future generations
- A strong prosperous and thriving economy
- Communities that value and promote their unique culture and heritage

Definitions

To ensure that the scope of this policy is fully understood it is necessary to define key terms used in this document.

'Arts' is defined by the Arts Council of New Zealand Toi Aotearoa Act 1994 to include all forms of creative and interpretative expression by individuals or groups through a range of activities, including; performance, concerts, shows, book launches, readings, events, exhibitions, festivals and public displays (sculpture, murals, paintings and photography).

'Community arts' is defined as projects undertaken within a local community that may represent either a specific geographical area or defined communities of interest, and that allow for access and participation by the wider community. Community arts include recreational arts. Often community art is based in areas with a community-oriented, grassroots approach. Members of a local community will come together to celebrate their unique identity through artistic expression through visual arts or performance. These communal artistic processes act as a catalyst to trigger events or social changes within a community such as creating a sense of belonging, connecting communities or enhancing community pride. Community art is often seen as the work of a community arts centre.

'Art in public places' or 'public art' is created for, or located in a public space or facility and is accessible to the public. It can be temporary or permanent, and includes art installations and performance. Napier's art in public places also includes heritage features such as monuments, fountains and privately-owned art deco heritage, which is viewed and appreciated from the public realm.

'Cultural well-being' is dynamic and draws on the following aspects of culture; leisure, cultural heritage, contemporary arts practice, cultural diversity, the built environment and creative industries. It is defined by the Ministry for Culture and Heritage as; *"the vitality that communities and individuals enjoy through; participation in recreation, creative and cultural activities; and the freedom to retain, interpret and express their arts, history, heritage and traditions"*.

Background

Napier's Development History

Evidence of Maori settlement in Hawke's Bay is recorded as early as 930. Ngati Kahungunu iwi became the dominant tribe and were one of the first to come into contact with European settlers.

In the 1830s, missionaries, traders and whalers began moving into the Napier province later followed by farmers and hotel keepers in the 1850s. The Crown purchased the Ahuriri block (including the site of Napier) in 1851.

In 1854 a plan was prepared and the town named Napier after Sir Charles Napier, the hero of the battle of Meeanee in the Indian Province of Scinde. Many of Napier's streets have names associated with the colonial era relating to the British Indian Empire, famous artists, and literary figures. Development was generally confined to the hill and to the port area of Ahuriri. These areas were almost completely surrounded by water at this time. Napier soon flourished and became a well established commercial centre with a growing port, servicing a wide area. Napier became a borough in 1874.

On 3rd February 1931, Napier suffered a disastrous earthquake which rocked the town and levelled many buildings in the inner city. The resulting fires destroyed many of the remaining structures. Four thousand hectares of surrounding seabed were raised as much as two and a half metres to become dry land that is today being used for both industrial and residential properties.

In the wake of the earthquake, Napier was presented with a unique opportunity, to plan the rebirth of its entire city centre. In the two years following the quake, the city was completely rebuilt, thus making Napier unique with its *Art Deco*, *Spanish Mission* and distinctive Maori art forms. Napier represents the most complete and significant group of art deco buildings in New Zealand and is promoted as the "Art Deco Capital".

The Art Deco Trust was formed in 1987 from the *Art Deco Group* established in 1983. The Group was formed as a response to international recognition that Napier possessed a unique building style that had the potential to be capitalised on and could become a heritage tourism destination.

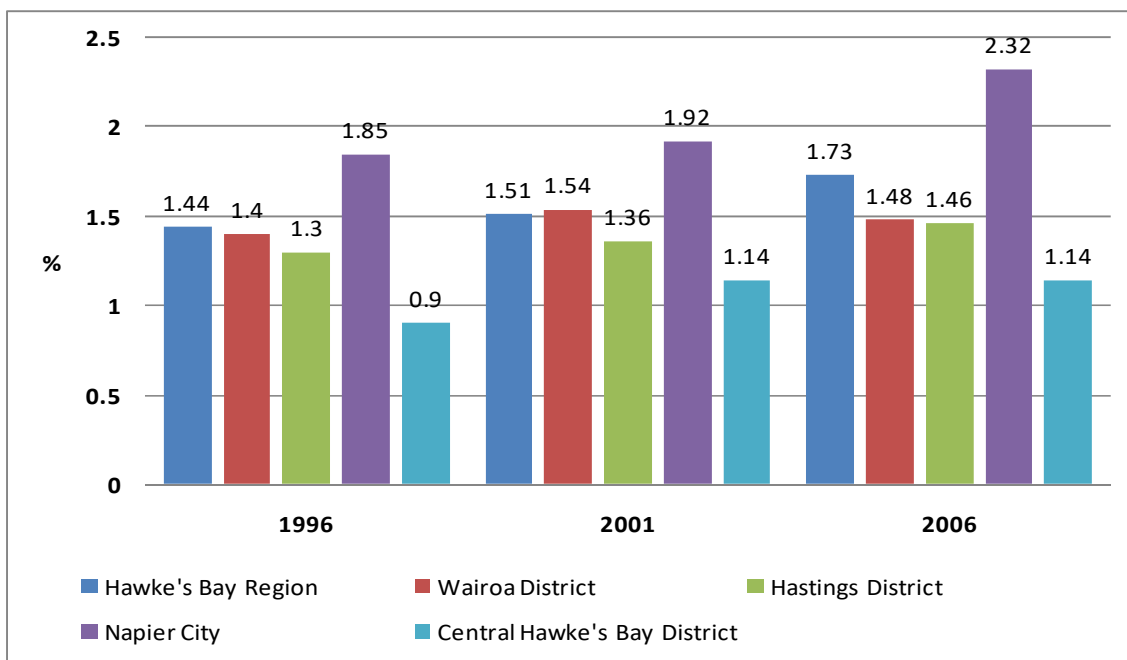
Today, the mixture of the rebuilt art deco style buildings, early colonial houses, and modern architecture, gives Napier a special charm. Along with an intriguing and beautiful town centre like no other in the country, arts and art deco heritage are central to Napier's tourism industry.

Current Demographics

The current population of Napier is estimated to be 57,200¹ and is made up of 72% Europeans, 18% Maori, 3% Pacific Peoples and the remainder is made up of other ethnicities. Napier's population is aging. Currently 15% of the population is 65 years and over, however it is expected that 27% will be in this older age bracket by 2030.

Within Napier City, the Cultural and Recreation industry as measured by Statistics New Zealand accounts for 2.3% of total industry compared with the wider Hawke's Bay in which Culture and Recreation accounts for only 1.7% of the total industry. The rise in this industry sector over the last decade within Hawke's Bay is predominantly attributed to Napier City as can be seen by Figure 1 below.

Figure 1: Cultural and Recreation Industry Proportion (%) of Total Industry by Territorial Authority for Census Years 1996, 2001 and 2006



A regional economic impact study of the arts and cultural sector², estimated that the total impact (including multiplier effects) of the sector's activities on the Hawke's Bay economy, was \$50 million in 2007, an increase from \$35 million in 2002. The total FTE employment impact on the sector was estimated to be 1,674 in 2007, compared with 856 FTEs in the 2002 study.

Arts Contribution to Community Well-being

Social and Cultural Benefits

Access to arts is not traditionally regarded as a necessity in meeting a person's basic primary needs however it is increasingly acknowledged that access to art and cultural opportunities is important in meeting an individual's and a community's social and cultural well-being. Art is a particularly powerful medium for portraying a community's stories, values and history. Creative exhibition and events can bring communities together enhancing cultural awareness, education and arts appreciation. Increased participation in diverse arts opportunities also adds to a community's vibrancy and dynamism.

Environmental Benefits

Art contributes to a city's identity and humanises the urban environment. A sense of belonging is created when a community is able to relate to unique elements of artistic expression and heritage that are special to a particular place. The integration of art into the urban fabric of the city also has the ability to enrich and enhance the overall physical amenity, making it more interesting and attractive. Public art can transform and enliven public spaces contributing several benefits from the purely aesthetic to economic and social benefits such as;

¹ Statistics New Zealand Subnational Population Estimates at 1 June 2009.

² Bevin, S. 2007. Regional Economic Impact of the Hawke's Bay Arts and Cultural Sector

tourism, links with the city's heritage, and an appreciation of different cultures. Civic pride may be generated from living within attractive surroundings that a community connects to and calls their own. A community that is proud of its surroundings is more likely to look after it and interact socially and culturally within its environment. Criminal activity such as graffiti and vandalism may also be reduced by the inclusion of public art to urban design.

Economic Benefits

It is also acknowledged that heritage and art have economic and tourism "spin offs" as well as making a significant contribution to "lifestyle" in Napier. The arts and culture industry contributes to a diverse and growing economy. The provision of arts facilities, arts opportunities and public art, are added attractions for visitors, tourists and new residents to the city. An attractive city is a more desirable place to live for skilled migrants investigating alternative places to reside. Art deco attracts hundreds of tourists each year to participate in tours and in the annual events. It is estimated that art deco contributes over \$10 million each year to the regional economy³. The Hawke's Bay Museum and Art Gallery provides Napier with a significant and prominent art space attracting both domestic and international visitors, contributing to the local economy.

Council's Role in Arts

Legislative Requirements

The Local Government Act 2002 requires Council to promote the social, economic, environmental and cultural well-being of communities, now and in the future. As outlined above, art contributes to each dimension of community well-being, social, economic, environmental and cultural in a number of ways either directly or indirectly.

Council Activities

The Council currently promotes community well-being by; providing facilities, public art and funding for heritage and the arts; supporting Creative Napier, the Art Deco Trust and the Hawke's Bay Cultural Trust; and regulating development in art deco heritage areas through its District Plan provisions.

The Council's District Plan provides for the preservation of heritage buildings, sites and trees. A heritage improvements grant is available to Napier building owners to assist in the cost of repainting certain buildings, notably art deco or those listed with the New Zealand Historic Places Trust. The Art Deco Trust may provide advice on colour schemes to building owners.

Council-owned and managed facilities that provide access to arts opportunities include the Hawke's Bay Museum and Art Gallery (including the Century Theatre and the Century Cinema), the Municipal Theatre, the Soundshell, the Napier Libraries and parks and public open spaces.

Council has a funding agreement with Creative Napier to deliver services around community art opportunities in accordance with this policy. Creative Napier organise and facilitate public arts opportunities and performing arts events for the Napier community.

Council has been designated as a community arts provider by Creative New Zealand and administers the Creative Communities Funding Scheme on their behalf. The purpose of the scheme is to increase participation in the arts, increase the range and diversity of the arts, and strengthen the local arts sector.

Council provides an annual grant to the Art Deco Trust to promote and preserve Napier's art deco identity.

Council provides funding to the Hawke's Bay Cultural Trust and has a management agreement with Council to manage the region's art and history collections.

Council is responsible for facilitating and providing art in public places. Such art may include sculpture, memorial statues, and fountains or may be incorporated into Council's street design and public infrastructure such as garden beds, street furniture and bollards.

³ Bevin, S. 2006. Local Economic Impact and Benefits of The Napier Art Deco Heritage/Tourism Sector

Council also provides community advice on arts opportunities and infrastructure support for arts events within the city to community groups, organisations and individuals.

An Arts Advisory Panel was established in 2005 to make recommendations to Council on the suitability of public art installations and to ensure that potential art installations meet predefined assessment criteria.

Strategic Priorities

Consultation with Council's Planning, Tourism Services and Community Development departments, and with external stakeholders including the Art Deco Trust, Creative Napier, Creative Hawke's Bay and the Arts Advisory Panel, identified the following key issues and themes;

- Arts are important and necessary in meeting a community's cultural well-being and like any essential service, should be available to all citizens
- The policy should be based on principles of accessibility, engagement, excellence, integration, partnership, diversity, uniqueness and community pride
- The preservation and promotion of Napier's art deco heritage elements is essential to maintaining and continuing Napier's unique identity as New Zealand's 'Art Deco City'
- Arts and opportunities for participating in arts events are evolving and diversifying to meet changing communities' needs
- Access to diverse, high quality arts opportunities needs to be promoted widely to maximise engagement of the community at all levels
- Funding for public and community art works is limited so needs to be carefully planned for and applied
- Quality public art works need to be planned for at the outset and integrated into any new urban development
- The use of experts in the arts field can reduce any subjectiveness around the selection of public arts
- Council needs to be proactive in raising funds to acquire public art works
- Appropriate interpretation should accompany Napier's public art and heritage features.
- Some offers of artworks as donations are not desirable for Council to own and maintain.

The following four strategic priorities have been developed to address the issues and themes identified above.

1. IDENTITY - Napier's unique identity as 'Art Deco City' is maintained and enhanced

Napier's art deco building resource is nationally recognised and there is a growing international recognition of its significance. It is Napier's primary tourist attraction particularly to overseas visitors and is a key contributor to Napier's economy.

Council has legislative responsibilities to ensure that the city's heritage is managed appropriately. The value of Napier's art deco heritage is recognised through the Napier District Plan which contains policies and rules to enable the preservation of the special residential character of the Marewa Art Deco residential area and the inner city's commercial Art Deco Quarter. The District Plan also promotes increased public understanding and knowledge of heritage.

The Council provides funding to the Art Deco Trust which aims to preserve art deco and use this aspect of Napier's heritage to achieve the economic benefits of tourism. The Trust does this primarily through encouragement, information, education, and promotion.

This strategic priority aims to ensure Napier's unique identity is sustained, fostered and enhanced by the preservation and promotion of existing art deco features and buildings, the celebration of art deco through events, and the by incorporation of modern artistic elements and architecture complementary to art deco.

2. ART IN PUBLIC PLACES - high quality art in public places is maintained and developed

Napier boasts many iconic public art works including statues, monuments and fountains. This strategic priority aims to preserve existing public art as far as is practicable to maintain their integrity and iconic status in the community and guide the development of new public art works.

Art in public places reflects a community's identity. New art should therefore be unique to Napier and be of the highest quality so that it enhances the local environment, generates community pride, and arouses the interest of visitors to Napier. Council provides funding towards art in public places however it needs to explore alternative funding options to ensure that public art of a high standard can be implemented throughout the city.

High quality public art needs to be incorporated into new urban development and public infrastructure by being planned for from the outset so that it is a part of the design brief. Artistic elements may be included in the design of street furniture, signage, paving, garden beds as well as stand-alone sculpture. In this way more efficient use of resources may be derived by including these elements in the total budget rather than adding them on in an *ad hoc* manner once the development is completed.

Every so often Council is approached with donations of funding for public art, art works from an individual's private collection, or art works by the artist themselves. Generally private donations of artworks are referred to the Hawke's Bay Cultural Trust to determine their suitability for inclusion in the regional collection. The private funding of public art works is referred to the Arts Advisory Panel. Donations of artworks by the originating artist are not generally accepted by Council.

Council will continue to consult design experts and artists through the Arts Advisory Panel for their views and advice about quality.

3. ENGAGEMENT - the Napier community and its visitors are engaged in the arts

This strategic priority aims to increase the opportunities for the Napier community to participate in, and have access to arts experiences. It has a particular focus on the promotion of, and participation in community arts and events, including art deco events.

The Napier community is diverse in its ethnic structure and demographic makeup. It has an aging, however still youthful population. With arts 'tastes' and leisure activities continually evolving and diversifying, there is a challenge in providing a range of arts experiences that meets the wider community's needs. For example, youth are increasingly difficult to engage with having so many new and changing leisure activities available to them, often of a technological nature. Young children and older people continue to engage in more traditional 'classical' art forms.

The Council currently provides funding to Creative Napier to engage the Napier community in community arts and events. A significant challenge for Council is to work with Creative Napier to ensure this funding is used to make the most effective impact in delivering the Council's arts policies to the community.

4. ACCESS - the Napier community has access to high quality arts experiences

This strategic priority aims to give the Napier community regular opportunities to access diverse, high quality arts experiences within Council facilities and public spaces including the Hawke's Bay Museum and Art Gallery, the Municipal Theatre, the Soundshell, libraries, parks and reserves, walkways and streetscapes.

Council will continue to consult design experts and artists through the Arts Advisory Panel for their views and advice about quality.

Steps will be taken to ensure that opportunities to participate in high quality arts experiences are widely accessible to all people in the community.

The Hawke's Bay Museum and Art Gallery is the primary Council vehicle for the presentation of high quality, professional arts experiences drawn from local national and international sources. Generally the Hawke's Bay Museum and Art Gallery is not expected to function as a community arts facility, as defined in the policy, but rather to pursue excellence and to ensure access to high quality arts experiences for the residents and visitors to Napier.

The Municipal Theatre is Napier's premiere venue for performing arts. The Theatre hosts a range of events from professional national and international acts to local community performance and recitals.

Objectives and Policies

This section of the document details objectives and policies which will provide a decision making framework for Council in relation to arts promotion, management and provision to the Napier Community. The policies focus on maintaining Council's current areas of involvement as well as providing a framework for improving outcomes in areas that have been identified through the research and consultation process.

OBJECTIVE 1

Continue to value and recognise the unique art deco heritage qualities of Napier through protection, preservation, education, promotion and appropriate development (relates to Strategic Priority 1 - IDENTITY)

Policies – To achieve this objective the Council will;

- 1.1. Actively promote and provide information to educate the community on the diversity and quality of Napier's art deco heritage in a coordinated and consistent manner
- 1.2. Establish, maintain and support partnerships with other agencies involved in art deco heritage preservation
- 1.3. Facilitate and/or fund programmes which directly result in preservation and enhancement of art deco heritage
- 1.4. Maintain an environment which recognises, values and celebrates Napier's unique identity and heritage
- 1.5. Ensure that art deco heritage values are not compromised as far as practicable when undertaking Council maintenance and minor development.

OBJECTIVE 2

Provide for, promote and facilitate the development of art (installations and performance) in public places which reflects the uniqueness of the Napier community and contributes to the vibrancy of the City as a place in which to live, work and visit (relates to Strategic Priority 2 - ART IN PUBLIC PLACES)

Policies – To achieve this objective the Council will;

- 2.1 Maintain and preserve the integrity of existing iconic Napier public art works
- 2.2 Establish working partnerships which facilitate art in the city
- 2.3 Provide consistent and clear information on (or interpretation of) art in public places in the city to residents and visitors
- 2.4 Seek advice from the Arts Advisory Panel to ensure a consistent approach to the selection of public art for the city
- 2.5 Consider incorporation of arts elements into Council new urban development and public infrastructure
- 2.6 Ensure all mechanisms for funding art in public places are considered and supported where appropriate
- 2.7 Actively seek external funding for public art works
- 2.8 Refer private donations of artworks to the Hawke's Bay Cultural Trust
- 2.9 Refer donations of public art or funding for public art to the Arts Advisory Panel
- 2.10 Donations of artworks by the originating artist will not generally be accepted unless recommended by the Arts Advisory Panel.

OBJECTIVE 3

To increase the opportunities for the Napier residents and visitors to engage in, participate, and have access to quality arts experiences within the community (relates to Strategic Priority 3 - ENGAGEMENT)

Policies – To achieve this objective the Council will;

- 3.1 Promote opportunities for participation in arts in Napier
- 3.2 Actively promote the contribution that art makes to community well-being
- 3.3 Support community arts initiatives that promote city-wide, community and individual involvement in arts and cultural activity
- 3.4 Attract visitors and residents to Napier by promoting the city as an environment of creative diversity and innovation
- 3.5 Enhance and strengthen the arts sector by partnering with a range of groups, organisations and individuals.

OBJECTIVE 4

Ensure that a diverse range of opportunities for participation, enjoyment and appreciation of the arts are available to all residents and visitors to the city (relates to Strategic Priority 4 - ACCESS)

Policies – To achieve this objective the Council will;

- 4.1 Ensure that residents and visitors to Napier are aware of and informed about arts activities and facilities in Napier
- 4.2 Provide and promote quality public facilities to host and demonstrate a diverse range of arts activities
- 4.3 Make available a wide range of opportunities for participation in, and appreciation of arts
- 4.4 Ensure that public art is installed in a range of locations throughout the city
- 4.5 Ensure that opportunities to participate in community arts are accessible from a range of locations in the city
- 4.6 Maintain Hawke's Bay Museum and Art Gallery as the premier museum and art gallery in the region.