
REPORT 6
(1215/52/IM)

IMPLEMENTING THE PUBLIC ART POLICY – FUNDING AND ADMINISTRATION

1. Purpose of Report

This paper presents final recommendations for the implementation of the Public Art Policy (2003) as requested by the Economy and Arts Committee in April 2004.

2. Executive Summary

In April 2004 the Economy and Arts Committee agreed to include \$400,000 in the LTTCP from 2005/06 to allow for a more consistent approach to the creation, maintenance and promotion of Wellington's public art¹.

The level of funding for the package was developed by analysing previous and existing funding levels for public art. The fund consolidated ad hoc funding currently sourced through one-off projects, individual sculpture proposals funded through operational and capital funding, and through new initiatives in the Annual Plan process.

Key proposals include:

- a reduction in the proposed annual Public Art Fund from \$400,000 to \$300,000 from 2005/06
- the establishment of a Public Art Panel to implement the policy, manage the Public Art Fund and provide a framework from which Council can seek private sector and central government support for Wellington public art projects
- an annual grant from the Public Art Fund to the Wellington Sculpture Trust to contribute to the cost of commissioning permanent sculptures
- the development of an annual Public Art Programme that will be presented to Strategy and Policy Committee each year.

¹ In the 2004/05 Annual Plan, Council approved \$100,000 for 2004/05 to start implementation of the policy, and \$400,000 from 2005/06 and outgoing years for full implementation, subject to the final recommendations contained in this paper.

3. Recommendations

It is recommended that the Committee:

1. *Receive the information.*
2. *Note that a \$400,000 Public Art Fund was included in the LTCCP from 2005/06 through the 2004/05 Annual Plan, with officers to undertake further policy work on a framework for implementing the fund.*
3. *Agree that, on the basis of the implementation framework outlined in this paper, the Public Art Fund will now be \$300,000 from 2005/06.*
4. *Agree that the resulting \$100,000 savings from 2005/06 onwards will be reflected through the 2005/06 draft Annual Plan process.*
5. *Agree to establish a Public Art Panel as the key mechanism to implement the Public Art Policy, including integrating art in to Council capital work projects, providing a grant to Wellington Sculpture Trust, the development of temporary public art and an annual Public Art Programme.*
6. *Agree to the Public Art Panel targeting central government departments and appropriate private developers to facilitate the integration of public art in key non-Council capital work projects in Wellington.*
7. *Note that information on Wellington's Annual Public Art Programme will be presented to the Strategy and Policy Committee each year.*

4. Background

The primary objective of the Public Art Policy (2003) is to increase the *amount, quality and diversity* of public art in Wellington City. The Policy's secondary objectives are to raise awareness of public art, reinforce Wellington's identity as the Arts Capital and to promote innovative ideas relating to public art.

4.1 Council resolutions to date – funding

Council provided \$100,000 in 2004/05 for a Public Art Fund to begin implementing the Public Art Policy.

The Economy and Arts Committee (April 2004) agreed in principle to consolidate existing public art expenditure and replace ad hoc funding with a \$400,000 public art development package of:

- a) An annual Public Art Fund of approximately \$250,000 from 2005/06 to commission large and small scale public art works, provide an annual grant to the Wellington Sculpture Trust, develop a greater number of temporary public

art works in the city and support the integration of art into Council’s capital works projects under \$1million

- b) A ‘Percent for Art’ fund to integrate design or public art objects into Council projects valued at over \$1 million. In 2005/06 officers estimated the total value to be approximately \$143,000².

This gave a total estimated fund of about \$400,000.

At the April 2004 meeting the Economy and Arts Committee also agreed to officers doing further work to:

- a) investigate the development of a Public Art Panel to administer the Public Art Fund, manage the Percent for Art scheme in collaboration with relevant Council business units, implement the policy and explore how this panel could work with the Wellington Sculpture Trust
- b) assess the feasibility of introducing development contributions for public art as part of the formation of the Development Contributions Policy for 2005/06
- c) provide an update on the potential of central government collaboration to develop more public art in Wellington city.

5. Discussion

5.1 Funding the Public Art Policy – the Public Art Fund

The Public Art Fund provides a transparent, equitable and consistent basis for public art expenditure.

The Committee will note that the \$300,000 presented in recommendations and in the table below is less than the recommended package in the April 2004 report. Savings of \$100,000 have been achieved in the context of the 2005/06 Draft Annual Plan and analysis since April 2004 that suggest the aims of the Policy can be met within a \$300,000 fund.

The following are estimates of how the Public Art Fund may be used from 2005/06.

BREAKDOWN OF POTENTIAL EXPENDITURE OF THE PUBLIC ART FUND

Expenditure item 2005/06	Capex	Opex
Funding to establish a ‘percent for art’ approach - integrating art into Council Capex projects; developing a greater number of temporary public art works in the city and responding to offers of gifts	\$ 60,000	\$150,000
Grant to Wellington Sculpture Trust		\$ 50,000
Public Art Panel (Assessors meeting fees, administration, meeting expenses, consultancy)		\$ 40,000
SUBTOTALS	\$60,000	\$240,000
TOTAL COST	\$300,000	

² This amount was calculated by taking 1% of the total value of the following capital works projects Council will progress in 2005/06 including Aotea/Jervois Quay improvements, Central city golden mile, Central city square and parks, KWST Gateway project, Pedestrian network footpath renewals. Total estimated value \$14.3 million.

The maintenance of city art works and funding for this function will remain under the management of the Sculptures and Monuments Asset Management Plan. Maintenance costs will not be paid from the Public Art Fund.

With the establishment of the Public Arts Fund it is recommended that all public art funding proposals be reviewed and funded through the Public Art Panel rather than through current funding mechanisms such as individual capital work funding proposals and new initiatives to the draft Annual Plan process. The exception is community public art projects (murals etc) which will remain a community arts responsibility.

Council provision of the Public Art Fund managed by the Public Art Panel will create a solid base and infrastructure from which other funders such as private developers and central government departments can be sought to support public art development in Wellington (see sections 5.2 and 5.6).

5.1.2 Funding public art through a 'percent for art' approach

'Percent for Art', the widely used mechanism to fund visual arts and crafts integration into capital works projects, sets aside a proportion of the capital cost of building and landscape development to include artists and craftspeople. It is standard practice for between 0.5% and 2% of the total project to be set aside depending on project size, nature and scale.

Council has a good history of integrating design and art into its capital work projects, however as funding normally needs to be sought outside project budgets via sources such as new initiative funding, there is not often time allowed to ensure the involvement of artists and crafts people at the concept stages of project development.

Allocating a set amount of funding annually to integrate art into projects will ensure that Council business units can plan ahead to incorporate artists into project development from the outset. It will also allow Council to use its 'percent for art' fund to leverage funding for projects from other providers.

The Public Art Panel will work with project managers of all future major capital work projects to select key projects where artworks will provide benefit and determine the 'percent for art' budget of each project.

5.2 Developer contributions to public art in Wellington

Under the Local Government Act 2002, guided by a Development Contributions Policy, Council may require a developer to make a financial contribution where the effect of a development requires Council to fund new or additional assets of increased capacity for community infrastructure (Council land or assets used to provide public amenities such as libraries, recreation centres).

Although public art provides a public amenity and could qualify as community infrastructure, promoting public art development with developers through a mandatory levy may not create sustainable private sector involvement in public art development or high quality art.

Enforcing developer contributions to public art via a levy would be complicated and may create similar problems to those experienced under the Arts Bonus Scheme, where works could be produced by developers that did little to improve the quality of the built environment. It is also debatable whether Council could provide the necessary cause-effect data required to justify a levy under the LGA 2002.

It is therefore recommended that Council not use development contributions as a way to fund public art. Council should instead facilitate developer and private sector contributions to Wellington's public art programme leading by example through the 'percent for art' approach and by proactively seeking partners for individual projects.

The Public Art Panel can provide expertise and offer the infrastructure that private developers and government departments can use. In this way Council can effectively manage the standard of works created and form long-lasting partnerships with private sponsors and central government.

5.3 Administering the Policy

The Public Art Policy (2003) provides clear guidelines for the acquisition, commissioning and review of gifts of public art offered to the city; however Council does not currently have staffing capacity to implement the policy and respond appropriately to internal requests or ideas for public art development and offers of public art gifts.

As such a part time administration function will be funded from within the total \$300,000 allocation providing Council and the proposed Panel with a designated resource to write 'Request for Proposals' (RFPs), determine key projects the Panel should support, develop an Artists Slide Register and promote the 'percent for art' approach to developers and central government.

The need for administrative support for the Public Art Panel and Fund was highlighted and agreed in principle by the Economy and Arts Committee in April 2004.

5.3.1 Establishing a Public Art Panel

The Public Art Panel will be established to:

- oversee the strategic development of a Wellington Public Art Programme and Public Art Collection
- support the integration of arts and crafts into Council's capital work projects
- select external public art proposals to be funded from the Public Art Fund
- review and respond to offers of public art gifts
- liaise with the Wellington Sculpture Trust over an annual grants and other planning matters.

It is recommended that the Public Art Panel be composed of five members:

- A senior Council officer to be appointed by the Chief Executive Officer
- An urban designer from the City Development unit
- The Sculptures and Monuments Asset Manager
- Two external artistic assessors.

To ensure Wellington's public art collection acknowledges the city's Maori heritage, place in the Pacific and growing diversity it is recommended that external artistic assessors selected for inclusion on the panel have experience working with artists from a range of backgrounds.

Where appropriate the panel should also liaise with the Community Arts Development Coordinator, City Gallery Wellington and the Furnishing Art Collection Manager in the review of projects.

The panel will be an internal committee similar to the Furnishing Art Collections Advisory Group.

A flow chart is attached at Appendix One to illustrate how the panel may work in the four public art strands:

- Permanent art (the integration of design of art objects/sculpture within Council capital work projects),
- Temporary art installations/exhibits/performances/events in public places,
- Responding to offers of public art gifts,
- Public art components of community art development – supporting the inclusion of leading New Zealand artists in community art projects.

Information on the functions, responsibilities and terms of appointment of the Public Art Panel is listed at Appendix Two.

5.3.2 The Public Art Panel's relationship with the Wellington Sculpture Trust

It is recommended that Council maintain its relationship with Wellington Sculpture Trust to develop permanent stand alone sculptural works in the city, in recognition of the significant work Wellington Sculpture Trust has done to develop public art in Wellington since 1982. Council's relationship with the Trust is recognised in the current Public Art Policy (2003).

The Public Art Panel will work with Wellington Sculpture Trust to determine works that should be included in the annual Public Art Programme and funded via an annual grant of approximately \$50,000 from the Public Art Fund to the Trust. The actual amount of the grant will vary from year to year depending on the Wellington Sculpture Trust programme.

The panel may also wish to work with Wellington Sculpture Trust to:

- commission works for Council capital work projects. In this case, the panel will develop a brief to provide information for Wellington Sculpture Trust on the site, desired uses and outcomes of the facility and the types of artists the panel may wish to see approached for involvement in the project

- support the Trust (if requested) via its external artistic assessors to develop more works in the city that reflect and celebrate Wellington’s Maori heritage, sense of place in the Pacific and contemporary ethnic diversity.

Spinning Top, 2002

Located on Woodward Street, *Spinning Top* was developed by Wellington Sculpture Trust and is the work of leading contemporary Maori artist Robert Jahnke. The work is a European version of a *potaka* (Maori spinning top) and traces the history of Te Whanganui-a-Tara (The Harbour of Tara/Wellington).



5.4 Promoting Wellington’s public art

To build awareness and recognition of the breadth of public art that exists in Wellington from permanent sculptures like Robert Jahnke’s *Spinning Top* on Woodward Street to temporary projects such as ‘The Art Box’s *Sugarcube*’ project that has appeared in Wellington cafes over December 2004/January 2005, it is recommended that the Public Art Panel develop:

- an annual Public Art Programme** describing key public art projects that will be developed each year in public spaces. The programme will allow Council to plan for the production, maintenance, promotion and deaccession of public artworks in Wellington more effectively. The programme will be presented to Strategy and Policy Committee each year
- a Wellington Public Art Collection** – only a few of Wellington’s unique range of permanent public art works are promoted in the city. To raise the profile of the breadth of works that can be seen in the city and build Wellington’s reputation as an Arts and Cultural capital it is recommended that a ‘collection’ be developed to profile the many significant sculptures that are on display.

Sugarcube. – a temporary public artwork by artist Simon Gray for the Art Box Project.

From December 04 to January 05, thousands of specially printed sugar sachets were distributed to participating Cuba Street cafes. The public were invited to illustrate or write on these sachets and leave them in the boxes provided in the cafes. Gray installed the completed sachets as a collective artwork. This work is currently being displayed in the Art Box on the corner of Cuba and Manners Mall.



5.5 Current public art development

Officers have progressed a number of public art projects since the Public Art Policy (2003) was adopted. An interim Council public art group that includes officers from all relevant Council units has reviewed projects, including those that will be funded via the 2004/05 \$100,000 Public Art Fund.

The following list provides information on public art projects being developed in 2005/06. This list includes Council capital work projects that have been in development for some years, accepted gifts of sculpture and projects being developed by Wellington Sculpture Trust with significant sponsorship from Meridian Energy and Tower Insurance.

- ***Sky Blues*** - (WST / Tower Insurance) sited in Post Office Square, the work is currently being fabricated is expected to be installed by July 2005.
- ***Tower of Light*** (WST / Meridian Energy) will be installed in Cobham Drive in March/April 2005. Foundations are under construction.
- ***Meridian Wind Sculptures 4 & 5*** (WST / Meridian Energy)- artists have been invited to make proposals for two new wind sculptures on Cobham Drive. These works will be added to the Meridian Energy Wind Series of sculptures along the Drive.
- ***Tower Insurance Sculpture on Bunny Street*** (WST / Tower Insurance) - artists have been invited to make proposals for a new sculpture on Bunny Street outside the new university lecture theatres.
- ***Hotel on Wheels Sculpture*** (WST / Museum Hotel) an agreement has been reached to commission a sculpture on Tory Street on kerb extension at the corner of Cable and Tory Streets.
- ***Tribute to Wellington's Film Industry*** (Council / Weta Workshop) will be installed on the corner of Courtenay Place and Cambridge Terrace in the next six months.
- ***Gateway Sculpture*** - (Council) WST has agreed to commission the sculpture. Sites along State Highway One between Ngauranga Gorge and Aotea Quay off-ramp have been identified and expressions of interest have been called for from artists. Officers are currently arranging a meeting with Transit to discuss.
- ***The Tail of the Whale*** (Gift from Mr Colin Webster Watson) has been given to Council and will be installed on a plinth in Oriental Parade on the footpath above Freyberg Beach. *Tail of the Whale* is a 1.2m x 0.6m bronze sculpture.
- ***Lifeforms*** (Gift from the Maddles Family) has been given to the Council and is being installed on the traffic island at the end of Hector Street in Seatoun – foundations have been poured.

5.6 Opportunities to work with central government

In a Ministry of Culture and Heritage report *Public Art: New Zealand and Australian models* (2004) the responsibility of public art development was seen to lie primarily with local authorities as ‘they have control over the designation of public spaces and are the owners and/or operators of many public amenities’³.

With the decentralisation of planning and development of public amenities to individual government departments, it was felt that central government should not have a direct say in the design or inclusion of art objects in new government buildings. Central government’s main support for public arts development is therefore through Creative New Zealand, the Arts Council of New Zealand’s *Creative Communities Scheme* and its national arts funding programme.

In discussions with officers of the Ministry of Culture and Heritage in January 2005, it was not expected that central government would want to extend its role in national public art development beyond the support it is currently providing.

It is therefore recommended that Council target key central government capital projects working through the Public Art Panel to encourage public art development in these projects.

6. Conclusion

This paper provides information and recommendations to effectively administer and fund the future development and maintenance of public art in Wellington.

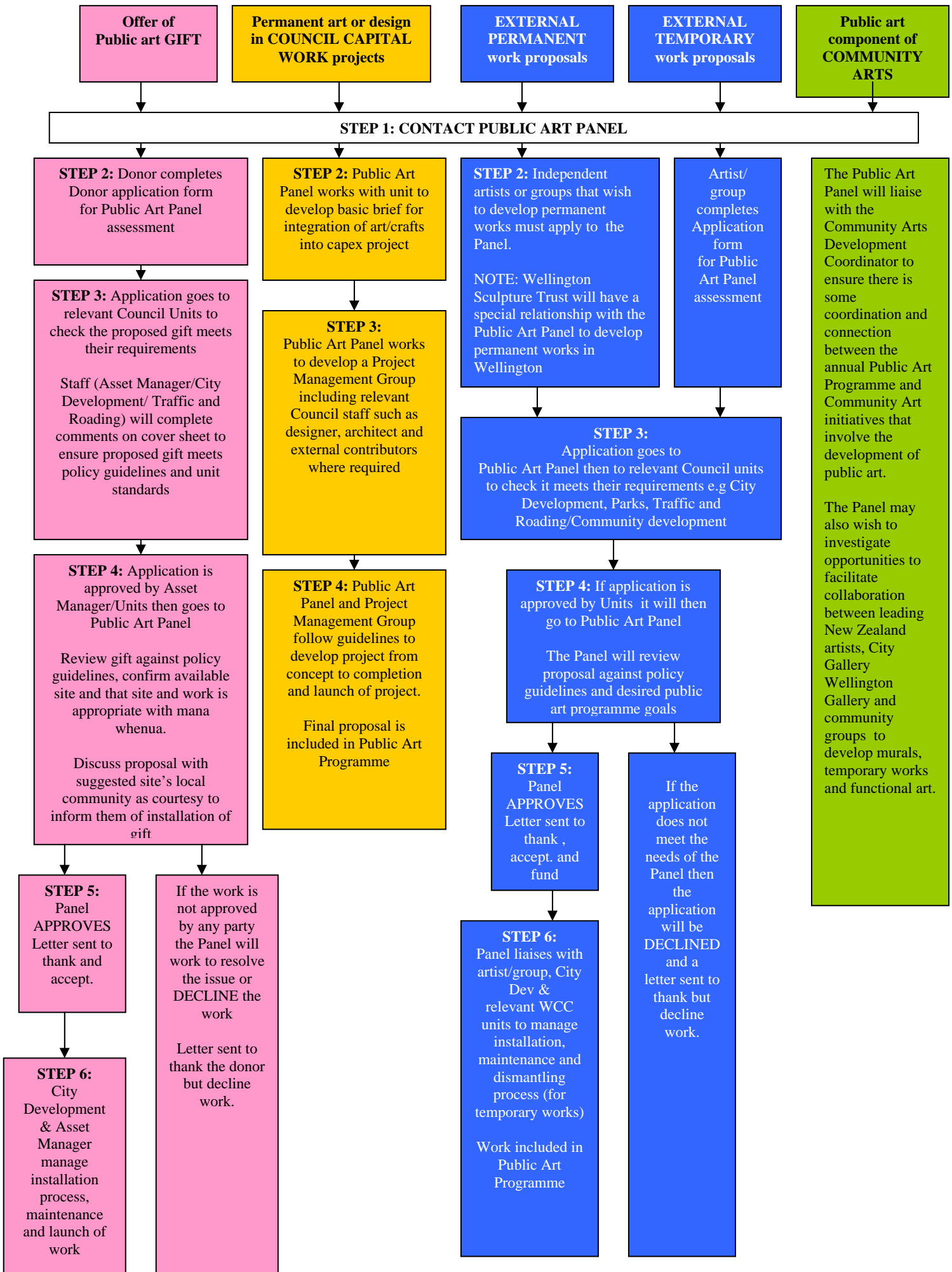
A Public Art funding package of \$300,000 will allow the city to:

- Maintain the development of permanent sculptures in the city with support from Wellington Sculpture Trust
- Strengthen temporary public art in Wellington
- Include artists/craftspeople in Council capital works projects at concept development stage to ensure space/budget can be provided for the integration of design/object elements and
- Facilitate connection between leading New Zealand artists and community art projects in Wellington.

Contact Officer: *Aroha Rangi, Senior Policy Advisor – Arts and Culture*

³ Paper to Associate Minister for Arts, Culture and Heritage ‘Public Art: New Zealand and Australian model’, February 2004

APPENDIX ONE - WELLINGTON CITY PUBLIC ART DEVELOPMENT STRANDS



APPENDIX TWO

FUNCTIONS AND RESPONSIBILITIES OF THE PUBLIC ART PANEL

The Public Art Panel will work with the Public Art Administrator to perform the following functions:

- a) review project proposals requesting support from the Public Art Fund, identify projects that will be included in the annual public art programme and respond to applicants,
- b) review offers of public art donations to Council, gifts of artwork and respond to donors in a timely fashion,
- c) work with Council units in approved capital works projects to designate sites; determine project scope and budget; oversee artist selection process; commission artworks; review design, community consultation, execute and place artworks, oversee the maintenance of the artworks and the process for removal of artworks from the city's public art collection.

Terms of appointment

Each member of the committee shall be appointed for a term of three years, with no member serving on the panel for more than two terms.

Compensation

Council officers on the Public Art Panel will not be entitled to compensation, however the two external arts assessors will be paid a sitting fee for all meetings in addition to being paid an hourly rate for time taken to review funding applications/proposals.

Supporting Information

1) Fit with Strategic Objectives/Strategic Outcomes

The paper supports the implementation of the Public Art Policy (2003) and Council's overall vision of Creative Wellington – Innovation Capital. Specifically it supports Outcomes 3.3 Art in public places and 3.1 Arts and cultural capital.

2) LTCCP/Annual Plan reference and long term financial impact

Public Arts funding is contained in Council Plan # C130K – Community arts programme. Council allocated \$100,000 to implement the policy in 2004/05 and has forecast a \$400,000 funding package in 2005/06 to replace current ad hoc funding for Public Arts development. It is recommended that this amount be reduced by \$100,000 to provide \$300,000 for the Public Art Fund from 2005/06. The Public Art Fund will be used to integrate arts/design in capex projects, fund external permanent works (via Wellington Sculpture Trust) and temporary works. It has been recommended that some of this funding also be used to cover costs for the Public Art Panel (meeting expenses and fees for external members).

3) Treaty of Waitangi considerations

Both of Council's mana whenua Treaty partners (Wellington Tenth Trust and Ngati Toa) should be consulted at the concept stage of all public art development in Council capital work projects to ensure that information regarding traditional sites of significance is included in the artist project briefs. Both partners should also be consulted about the locations selected to site accepted works of art donated to Council. Greater consideration will also be given to public art planning in Wellington so a greater percentage of Wellington's public art reflects the Maori heritage of the city and a larger number of Maori artists are commissioned to create works.

4) Decision-Making

The report sets out a number of options for Council to consider to effectively implement the Public Art Policy (2003).

5) Consultation

a) General Consultation

All relevant Council business units, the Wellington Sculpture Trust and the Ministry of Culture and Heritage have been consulted in the development of this paper.

b) Consultation with Maori

Officers have consulted with Wellington Tenth Trust on the way they wish to be involved in all future public arts development in the city. Their comments have been used to develop process information included in the paper.

6) Legal Implications

There are no legal implications from this paper.

7) Consistency with existing policy

This paper discusses the way the Public Art Policy (2003) can be implemented. Specifically, it provides information on the way in which the Policy can be funded and administered to ensure it is sustainable.