

**AGENDA FOR A MEETING OF THE CULTURE AND COMMUNITY COMMITTEE
TO BE HELD AT WAITAKERE CENTRAL, 6 HENDERSON VALLEY ROAD,
HENDERSON, WAITAKERE, ON WEDNESDAY, 14 MAY 2008
COMMENCING AT 9.30 AM**

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1 APOLOGIES



2 URGENT BUSINESS

Section 46A(7) of the Local Government Official Information and Meetings Act 1987 provides that where an item of business is not on the agenda, it may only be dealt with at the meeting if:

- (i) the Committee by resolution so decides; and
- (ii) the Chairman has explained at the beginning of the meeting (when open to the public) that the item will be raised for discussion and decision, why the item is not on the agenda, and why it cannot be delayed until a subsequent meeting.

The Committee may make a decision on a matter determined to be urgent.

NOTE: Urgent Business need not be dealt with now and may be delayed until later in the meeting.



3 CONFLICTS OF INTEREST

The Council has acknowledged in its Code of Conduct that Elected Members need to be vigilant to stand aside from decision making when a conflict arises between their role as a member of the Council and any private or other external interest they might have. This note is provided as a reminder to members to check that no such conflicts arise in relation to any items on this agenda.



4 CONFIRMATION OF MINUTES

Meeting Minutes - Wednesday, 9 April 2008

RECOMMENDATION

It is recommended that the Culture and Community Committee resolve to:

Receive the minutes of the meeting of the Culture and Community Committee held on Wednesday, 9 April 2008, as circulated, and that they be taken as read and now be confirmed.



5 PRESENTATIONS

A YOUTH COUNCIL

The Chairman of the Youth Council will be updating the Culture and Community Committee on past, current and future projects. The Waitakere Youth Council is represented by all High Schools in Waitakere, as well as Te Roopu Puawai, Waitakere Pacific Board and community members.

B CLUBHOUSE CONCEPT

Mike Usmar from Clubhouse will give a presentation to the Culture and Community Committee on the Clubhouse Concept. Clubhouse (currently operating in Otara, South Auckland) provides a creative and safe after-school learning environment where, through the use of technology, young people from under-served communities work with adult mentors to explore their own ideas, develop skills, and build confidence in themselves while gaining important technological skills for future use.

Council officers are interested in pursuing a relationship with the clubhouse organisation to determine the viability of establishing a Clubhouse in Waitakere City



6 LOPDELL HOUSE DEVELOPMENT TRUST

GLOSSARY

Lopdell House Arts Development Trust	(LHADT)
Lopdell House Development Trust	(LHDT)
Lopdell House Society	(LHS)
Titirangi Community Arts Council	(TCAC)

EXECUTIVE SUMMARY

A1

The purpose of this report is to present to the Culture and Community Committee a further report on the design and development of the Lopdell House precinct and to seek direction from Council as to the status of existing user groups both currently and into the future. This follows on from a presentation made by the Lopdell House Development Trust (LHDT) at the April 2008 meeting of the Culture and Community Committee meeting. Specifically, the LHDT requests direction over the reinstatement of the Titirangi Theatre in its current location given the capital cost of this subsequent to the obligatory earthquake strengthening required under the Building Act 1991. A letter from the Chair, outlining the LHDT's concerns, is attached at page A1.

It is of note that a final decision by the LHDT as to the allocation of commercial and community space in the overall concept, which will inform the next stage of detailed design, is dependent on Council's direction around the issue of the balance required between those activities that require ongoing operating funding and those that will return a revenue stream.

A recommended and appropriate governance structure for the management of Lopdell House precinct is signalled as a critical strand of the LHDT's work to be undertaken urgently in the next phase of development.

RECOMMENDATIONS

It is recommended that the Culture and Community Committee resolve to:

1. **Receive** the Lopdell House Development Trust report.
2. **Agree** that the current user groups in Lopdell House precinct, namely the Lopdell House Society, Titirangi Theatre Inc and the Titirangi Community Arts Council, are provided for in the new Lopdell House development and that a balance of commercial development is retained to offset a portion of the capital and operating costs of this community service delivery.
3. **Agree** the endorsement of the Lopdell House Development Trust's view that the current Titirangi Theatre location be developed as a multi use and community use theatre facility.
4. **Agree** that a proposal for an appropriate governance body to oversee all aspects of the Lopdell House precinct management be brought back to the Culture and Community Committee as soon as possible.

BACKGROUND

1. Lopdell House was purchased by Council in the mid 1980s for the purpose of setting up a community cultural facility. It was refurbished for this purpose and became the home of an art gallery complex which has, over time, become one of the most successful regional galleries in the country. Its current governance body is the Lopdell House Society (LHS) which is funded by Council through the Annual Plan process. The current operational grant is \$440,000 of which \$82,000 is returned to Council as rent. A Funding Agreement with Service Delivery targets is negotiated annually and performance against this is reported to Council twice a year.
2. The Titirangi Theatre Inc has a direct lease from Council and pays a community rental of \$3,400 per annum for the basement area. The theatre space was the original, concrete shell garage for the building and was occupied by the theatre in 1984. The cost of the upgrade of this area has been funded independently by the theatre group. It is estimated that approximately \$250,000 has been raised and invested over this twenty four year period. The theatre has an annual turnover of approximately \$40,000 to \$50,000 per annum and delivers a programme of productions, theatre classes, wardrobe hire and hosts a diverse range of other events such as the Titirangi Music Festival. This range of activity requires that they are situated in a location central to Titirangi Village. There is no other suitable site in the proximity of the village which could serve their demographic.
3. The Titirangi Community Arts Council (TCAC) manages a community gallery within the area leased by the LHS. The TCAC pays a service fee to the LHS. The provision of this community-access gallery is complementary to the main Lopdell House Gallery. The focus of a regional gallery programme results in most exhibitions being designed and generated by curatorial staff drawing on artists from across New Zealand. This inevitably means that local artists are precluded from much of the gallery exhibition programme. The TCAC gallery meets the community's need to have a local artists' space for recreational and emerging practitioners. The TCAC have also signalled that they wish to remain part of the arts complex.

4. The initial proposal to develop Lopdell House as an integrated arts precinct was generated by the Portage Licensing Trust in response to a history of the trust making substantial grants to the separate arts organisations within the building and the absence of a coherent development plan for the entire precinct. The poor access between the building and the village was also part of this overall development brief.
5. The first LHADT was set up in 2003 with a brief to develop a concept plan and associated management plans for the refurbishment of Lopdell House into an integrated arts precinct. This trust had representation from the three arts delivery organisations active in the existing Lopdell House Arts Centre, Council and independent local residents. Over two years the LHADT developed a concept plan that included a new 'white box' gallery to be built at the western end of the existing building and a refurbishment plan for the heritage building to house a complex of other arts activities (including the Titirangi Theatre group and the TCAC community gallery). The proposal to house the City's regional gallery facility in a new purpose built gallery was a response to the difficulties encountered in meeting standards for exhibition space and climate control within the existing heritage building. The requirement to undertake extensive earthquake strengthening of the building was revealed during this phase. A balance of anchor commercial activity was also highlighted in the concept development work.
6. This stage of the design development was funded by the Portage Licensing Trust. A feasibility study undertaken by Council at this time confirmed that the concept, subject to some further design refinement and the securing of key anchor tenants, was sound. The feasibility study was received by the Culture, Arts and Events Special Committee in July 2006.
7. The concept plan was presented to Council via a submission on the Annual Plan in June 2006. Although no formal resolutions were passed, the concept plan was accorded a positive response and a capital expenditure budget of \$2,000,000 was approved in the final 2006/2007 Annual Plan.
8. The LHADT, having fulfilled the task specified in its trust deed, was dissolved and the proposal to set up a second, more streamlined trust to undertake the next stage of design development and implementation was reported to the Culture, Arts and Events Special Committee in December 2006. The following was resolved:
 - “1. That the Lopdell House Arts Development Trust report be received.
 2. That a partnership agreement between Council and the new Lopdell House Development Trust be developed and brought back to the Culture, Arts and Events Special Committee for approval at the February 2007 meeting of the Committee.
 3. That, subject to the completion of trust deeds and a partnership agreement between the new Lopdell House Development Trust and Council being completed, the Culture, Arts and Events Special Committee approves the release of \$100,000 of the Auckland Regional Services Trust monies, currently held by Council, to support the next stage of development of the Lopdell House Arts Precinct.”

9. The Lopdell House Development Trust was set up and presented, along with a draft Partnering and Funding Agreement, to the Culture, Arts and Events Special Committee in March 2007. The following resolutions were passed:

- “1. That the Lopdell House Development trust report be received.
2. That the Trust Deed for the new Lopdell House Development Trust be received.
3. That, subject to the approval of Council’s legal advisors, the draft Partnering and Funding Agreement between the Lopdell House Development Trust and Council be approved.
4. That, subject to the satisfactory completion of both the Lopdell House Development Trust Deed and the proposed draft Partnering and Funding Agreement between the Lopdell House Development Trust and Council, the remaining funding of \$264,000 is released to the Lopdell House Development Trust for project development.”

465/2007

10. The approved Partnering and Funding Agreement between LHDT and Council was signed by both parties at the May 2007 Council Meeting.
11. Subsequent to the approved release of the \$264,000 plus GST to the LHDT, there has been significant work done by the architects to refine layouts of building activity, analysis of parking requirements relating to both community and proposed commercial activity and further work around heritage and planning issues. The final resolution of those issues is dependent to a degree on Council’s direction for the balance of activity within this precinct.

DECISION MAKING

12. The LHDT has explored a number of possible scenarios for the optimum development of Lopdell House precinct. It is clear to the LHDT that the key arts provider, the Lopdell House Society, is the focus of the whole development, in that the need to have the City’s Regional Gallery housed in premises which maximise the capacity to mount and receive major exhibitions is paramount. The other two arts providers, the Titirangi Theatre Inc and the TCAC, also have long histories of cultural provision from within this building. Both organisations have a strong desire to remain in residence and their role is seen as providing diversity and a community balance to the overall arts precinct.
13. The LHDT has consistently supported the view that a commercial return to Council from the developed building is important. The investigation of commercial development has been complex and is as yet unresolved. An early aspiration to house an arts cinema complex within the new wing of the building has been abandoned in the light of the overload this would place on parking capacity, the general downturn in the cinema industry and the restrictions on the associated bar services that this activity requires.
14. Current thinking has established that the prime area for commercial development is the street facing, ground level of the building. The LHDT is currently in discussion with a potential anchor tenant for this space. A second level office floor is also allocated for commercial activity. This has some impact on the accommodation of community services.

Issues

15. The provision of parking for the complex of activities proposed for the expansion of Lopdell House is a key driver of the project. The parking layout, originally proposed, was dependent on the removal of the Lopdell Hall which sits to the back of the site. Whilst this building has been unused for many years due to a drainage problem, it is a Category 2 listed building under the Historic Places Trust. A recent heritage assessment makes it clear that the approval for the removal of the hall is unlikely and other solutions to achieving required parking capacity are under investigation. Access to the Titirangi Kindergarten is also a significant consideration in any parking facility.
16. The Titirangi Theatre Inc group wish to remain in the area of the building which they currently occupy. Currently the theatre manages the sub-leasing of performance space to a diverse range of performance groups including dance, music, comedy and other touring theatre productions. The position of the 95 seat theatre is the only logical site for access for the major earthquake strengthening work that is required and this will result in the complete demolition of the interior of this level. The re-establishment of the theatre space subsequent to this work is achievable. However, the costs are estimated to be in the vicinity of \$650,000 plus a further \$125,000 if the lower basement area is to be refitted for costume hire with external access. The overall governance structure to be developed is intended to ensure wide access to this space and is yet to be established.
17. The TCAC, which is currently a sub-tenant of the Lopdell House Society, also wishes to remain as a key community provider for the precinct and to expand their arena of arts activity. The current layout plan achieves this.
18. The heritage listing of both the main Lopdell House building and the adjacent Lopdell Hall is a key consideration. There is currently no detailed plan for the use of the Lopdell Hall.
19. The existing top floor addition is of poor architectural design and fabrication and has altered the original profile of the building. It is proposed to remove this level and to return the ground level to a closer version of the original, open-fronted face of the building. This has implications for the total space available for all activities.
20. The overarching issue of future operating costs is a major consideration in any decision relating to the balance of community and commercial development. The proposed expanded gallery facility is approximately twice the size of the current space. It is estimated that the operational cost of this expansion would require that Council increase the annual grant to the gallery from the current \$440,000 to approximately \$650,000 and this would increase further over time. However, these are approximate figures based on a comparative provincial gallery space. The TCAC currently receives an operating grant from Council of \$40,000. The Titirangi Theatre, in paying a community rental are effectively subsidised and this may come under review with the implication that a rent subsidy may be required. The basic principle that increased infrastructure will lead to increased operational costs needs to be considered. In the current layout plan the prospective revenue from commercial leases is approximately \$158,000 per annum. Subsidised rentals to the arts organisations would return approximately \$100,000 plus to Council's Property Services.
21. The LHDT is concurrently investigating and interrogating options for a governance structure for the precinct. There are no firm conclusions from this work at this time but the LHDT is of the view that a single integrated governance structure for Lopdell House precinct is favoured. The history of independent governance by and of the three tenant arts organisations is key to this discussion and issues of access to facilities and management of the building will be reported back to Council in due course.

Options Identified

22. The following options take into account Council's original intention to support the development of Lopdell House as the major regional gallery precinct for the City. It was implicit in that decision that the smaller arts providers in the building would also be a part of that complex and would offer variety and access to a wider demographic.
23. **Option 1:** That the LHDT gives priority to the accommodation of the Lopdell House Gallery, Titirangi Theatre Inc and the TCAC under a reviewed governance structure. Commercial activity to be developed as a secondary activity where possible and be aligned to supporting the community delivery.
24. **Option 2:** That the LHDT aims to achieve a balance of community and commercial activity with a strong focus on key commercial development while accommodating the community organisations within that framework and with the same governance structure as above.
25. **Option 3:** That, if the acceptable accommodation of one or more of the smaller arts organisations is not compatible with a priority given to commercial development, that alternative accommodation is found.

Assessment of Options

26. **Option 1:**
 - The option to prioritise the regional and community arts delivery in Lopdell House precinct implies that future operating costs to facilitate this service delivery within the precinct will increase substantially;
 - Both the Titirangi Theatre and the TCAC have long histories within the community and are seen as key organisations in the area. They contribute significantly to the diversity of cultural activity within the precinct;
 - A review of governance structure for the precinct allows for a more flexible arts functioning;
 - This option does not remove the potential for some key commercial development.
27. **Option 2:**
 - This option still retains the requirement to make provision for all three arts organisations but gives greater priority to commercial development;
 - This may have an impact on the space allocated to the smaller community groups;
 - The governance review conditions remain the same.
28. **Option 3:**
 - This option places a priority on commercial development outside the provision of the regional gallery complex and may result in the need to re-establish either the Titirangi Theatre and/or the TCAC on another site;
 - Although operational costs for the regional gallery complex will still increase substantially, the return to Council from commercial development would go some way towards off-setting this.

Consideration of Community Views

29. A formal community consultation process is yet to be undertaken. However, it is clear that the internal stakeholders, the Titirangi Theatre and the TCAC have a strong desire to remain within the development and feel that their contribution is vital to the widest community access for the City.

Preferred Option

30. It is recommended that Options 1 and 2 are considered. The difference between these two options is one of degree. However, the potential future return to Council from commercial development is dependent on the allocation of space within the building. Given that operational costs will inevitably rise it is the desire of the LHDT that Council gives some direction as to this balance.

STRATEGIC CONTEXT

31. The further development of the Lopdell House Arts Precinct is signalled in Council's Arts and Cultural strategy (2002) and in the Long Term Council Community Plan 2006-2016.
32. The development of this precinct has benefits in relation to the provision of vibrant town centres, tourism opportunities and economic growth in the Titirangi Village community and creative sector. It thus contributes to the Urban and Rural villages strategic platform.
33. The promotion of the cultural wellbeing of communities is also a requirement of the Local Government Act 2002.
34. The LHDT is sufficiently resourced to take the Lopdell House project to the next stage of detailed design. There are multiple issues yet to be resolved and long-term implications for governance and for operational costs of the site. A clear direction from Council is sought on the balance of community and commercial development desired.

CONSULTATION

35. Prior to this meeting all affected organisations within Lopdell House will view, and be asked to comment on, the options under consideration by the trust.

RESOURCES

36. Budget allocated through the 2006/2007 and 2007/2008 Annual Plan has been carried forward and totals \$3,029,000. A further sum of \$1,057,000, plus \$1,350,000 for parking provision, is in the 2008/2009 draft Annual Plan.

IMPLEMENTATION ISSUES

37. There are no implementation issues to this report.

Report prepared by: Naomi McCleary, Manager: Arts.

