

**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 7, 2016**

Item 6, Report No. 26, of the Committee of the Whole (Working Session), which was adopted without amendment by the Council of the City of Vaughan on June 7, 2016.

**6**

**CITY-WIDE PUBLIC ART PROGRAM**

**The Committee of the Whole (Working Session) recommends:**

- 1) That the recommendation contained in the following report of the Deputy City Manager, Planning and Growth Management, Chief Corporate Initiatives and Intergovernmental Relations, Director of Development Planning, Director of Economic Development and Culture Services and Manager of Urban Design, dated June 1, 2016, be approved; and**
- 2) That Communication C19, presentation material titled “Vaughan City-Wide Public Art Program”, dated June 1, 2016, be received.**

**Recommendation**

The Deputy City Manager, Planning and Growth Management, Chief Corporate Initiatives and Intergovernmental Relations, Director of Development Planning, Director of Economic Development and Culture Services and Manager of Urban Design in consultation with the Director of Financial Planning and Development Finance/Deputy City Treasurer, and Director of Transportation Services, Parks and Forestry Operations recommend:

1. That the consultants' presentation titled 'City-Wide Public Art Program' be received.
2. That the 'Vaughan Metropolitan Centre (VMC) Culture and Public Art Framework' (Attachment 1) be approved.
3. That the City-Wide Public Art Program (Attachment 2) be approved, and staff work with the development community on advancing the integration of public art into precinct plans and development proposals where possible or appropriate.
4. That staff pursue and seek partnerships for the following three priority quick wins identified in the VMC Culture and Public Art Framework: subway opening day program of Transit Square and TTC Plaza; gateway signage and wayfinding tactics; and a temporary or permanent public art installation within the Mobility Hub, with project delivery to coincide with the subway opening and that staff provide a more detailed financial framework as part of the 2017 and 2018 budget deliberations on the costing for these projects that will include the potential use of any secured VMC Section 37 funds, partnership funding and City budget impacts.
5. That staff review the feasibility of and report back to a future Finance, Administration and Audit Committee meeting during the 2017 budget process on:
  - i. Establishing two new reserves: a Public Art Reserve and a Public Art Maintenance Reserve;
  - ii. Allocating the equivalent of 1 percent of each capital project related to soft services to the Public Art Reserve; and
  - iii. Allocating the equivalent of ten percent of the capital cost of each capital project related to Public Art Reserve to the Public Art Maintenance Reserve.
6. That staff explore opportunities for a pilot community-based art project in conjunction with local artists following the principles within the City-Wide Public Art Program.

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7. That staff review and/or refine the City's Implementation Guidelines for Section 37 Policies, based on the recommendations of the City-Wide Public Art Program.
8. That staff prepare a Terms of Reference and governance structure for the Public Art Advisory Committee and Culture Leadership Committee recommended in the report, to be considered at a future Committee of the Whole meeting.
9. That the Terms of Reference for the Design Review Panel be amended to include a mandate to review public art master plans for precinct plans and development applications on an interim basis, until a formal Public Art Advisory Committee has been established.

#### **Contribution to Sustainability**

Green Directions Vaughan embraces a *Sustainability First* principle and states that sustainability means the City shall make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations. Arts and cultural initiatives contribute to the social, cultural, economic and environmental sustainability of the Vaughan Metropolitan Centre (VMC) and the City as a whole.

#### **Economic Impact**

There are no economic impacts in the current budget year; however the Public Art initiative will have an impact on future years beginning with the 2017 budget cycle. The projects identified in the VMC Culture and Public Art Framework as the quick wins will be submitted for consideration as part of the 2017 - 2018 budget deliberations. The funding for these proposed projects would be through secured Section 37 funds, partnership funding and City budget deliberations. The projects associated with public art are not development charge eligible, and therefore cannot be funded from development charge reserves. Potential funding sources for these projects would include private partnerships, donations, Section 37 funds and taxation. Taxation requests for Public Art would need to be prioritized against all other City needs during the 2017-18 Budget deliberations. This will be further discussed within the report.

#### **Communications Plan**

The consultation program for the Phase 2 City-Wide Public Art Program included a focus group meeting with representatives from the development industry on November 2, 2015, two public information sessions on November 2, 2015 and February 11, 2016, as well as consultation with City stakeholders. These consultation sessions built on extensive stakeholder and public engagement initiatives completed during Phase 1 of the project.

Regular updates on these studies have been posted on the City's website, [www.vaughan.ca/vmc](http://www.vaughan.ca/vmc). Staff will be preparing simplified versions of the City-Wide Public Art Program suitable for general public distribution. Meetings will be scheduled with the impacted city departments to brief staff on the administration of the City-Wide Public Art Program.

Working with the Office of Corporate Communications, City staff will continue to share future updates through a suite of communications tactics including social media, public relations and community engagement events.

#### **Key Messages:**

- The realization of the VMC's vision as a vibrant downtown with exciting activities, social and cultural events is predicated on collective efforts in creating a sense of 'place'. Culture and public art initiatives contribute to that sense of place, by creating memories and experiences that draw people to use and frequent the VMC on a 24/7 basis versus just passing through.

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- The development of a City-Wide Public Art Program provides the framework for acquiring public art from development projects through Section 37 policies, deriving community benefits for the City which would otherwise be unachievable through property taxation.
- Employing public art in development projects encourages better built form and opportunities for interaction in public and private realms. It contributes to quality of life and community development creating interesting and engaging spaces that attract people to live, work and spend time, reinvesting in local communities.
- Encouraging public art allows for individual and collective expression, raising creative thought and innovation that is translated into workplaces and centres of learning.

#### **Purpose**

The purposes of this report are:

1. To adopt the Culture and Public Art Framework for the VMC, a vision document for activation within the City's new downtown.
2. To seek Council's approval of the City-Wide Public Art Program. This Program provides the guidelines for the siting, acquisition, care and maintenance of public art assets for the City, and form the basis for vibrant, engaging and sociable spaces and a catalyst for community development.

#### **Background – Analysis and Options**

##### ***Executive Summary***

Cities across Canada and around the world are increasingly realizing the economic and social benefits, as well as the quality of life enhancements that flow from creativity and investment in culture. In addition to bringing vibrancy to a city's public realm, public art is a tremendous source of civic pride and conveys the identity and cultural image of the city. The City-Wide Public Art Program is the first of its kind for Vaughan and is intended to establish a vision and framework to maximize opportunities for public art in the City for decades to come. This Program builds on the vision for placemaking and city-building developed through the VMC Culture and Public Art Framework.

Support for public art is articulated in a range of existing City of Vaughan planning and policy documents, including the Official Plan, Secondary Plans and Vaughan Vision 2020 plan. In addition, support and promotion of arts, culture and heritage are identified as a Term of Council Priority on the Service Excellence Strategy Map (2014-2018). The City-Wide Public Art Program provides an exciting opportunity to build on and integrate the planning and policy framework already in place, as well as support the City's urban design vision, planning objectives and guidelines. The Program is envisioned to be led and implemented by the City, in partnership with the private sector and other partners.

The City-Wide Public Art Program will be a living document that will be updated periodically to capture updates and changing priorities.

##### ***Facilitating Placemaking through Public Art and Cultural Initiatives***

Staff brought a report, Item 3, Report No. 4 entitled "An Integrated Approach to Placemaking for the Vaughan Metropolitan Centre" to the November 20, 2015 meeting of the VMC Sub-Committee. Recommendation 4 of that report sought approval in principle of the VMC Culture and

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Public Art Framework and directed staff to report back to a future Committee of the Whole meeting with the City-Wide Public Art Program and recommendations at the conclusion of the study. This report addresses this Council direction.

#### ***City-Wide Public Art in City-Building***

Following the completion of the Culture and Public Art Framework for the VMC, work began on a broader City-Wide Public Art Program. Public art should not be confined to the downtown; rather it should be used as a catalyst for community development. Whether arts and culture are viewed at the personal and individual level or at a macro community level, there are undeniable benefits to all. The creation of art is a personal expression, a celebration of diversity, a forum for intercultural understanding and a collective identity. Furthermore the addition of public art also improves public safety, adds to property values, generates tourism spending and provides economic income for all industries that support it.

The value of public art is recognized in a myriad of communities that have implemented public art programs. Through the process of completing Vaughan's City-Wide Public Art Program, the consultants reviewed practices from Kitchener, Toronto, Calgary, Edmonton, Markham, Barrie, Richmond (BC) and Lethbridge. These examples help to inform Vaughan's program including locational strategies, acquisition methods, funding considerations, governance and overall program implementation.

#### ***Public Consultation Process***

In November 2015, two information sessions were held – one for the development industry and the second session with the community stakeholders. The key messages conveyed by the development industry involved providing clarity around what is considered public art; mechanisms to achieve public art for community benefits; and ensuring that there are no development process hindrances.

From the community stakeholders' perspectives, the focus of the discussion was on aspirational goals related to public art. Participants spoke about the need of public art to be interactive, inclusive and celebratory of Vaughan's natural heritage and the cultural legacy of the McMichael Canadian Art Collection. They spoke about lending the same weight to public art as we have to sports and recreation.

In February 2016, a public information session was hosted at City Hall, to gather feedback from stakeholders. This time the discussion focused on the key priority areas within each of the communities or intensification areas: Kleinburg/Nashville, Maple, Woodbridge, Thornhill/Centre Street, Vaughan Mills Centre and the Mackenzie Vaughan Healthcare Precinct. Coordinated with the launch of the Inspired Cities Juried Art Exhibition, the more than 70 participants saw first-hand how artists imagined the VMC.

#### ***City-Wide Public Art Program – Defining an Authentic Experience in Communities***

The core values of openness and transparency; engagement and collaboration; quality, excellence and responsible stewardship guided staff in the preparation of the Public Art Program. The purpose of the City-Wide Public Art Program is to create a made-in-Vaughan guiding framework for City planning policies that will maximize opportunities for public art. The framework guides development industry contributions to public art, city-led public art investments as well as community-based art installations throughout the City, including its intensification corridors, the downtown and heritage districts.

The study examined the following communities and centres in greater detail: Maple, Woodbridge, Kleinburg, Thornhill/Centre Street, Vaughan Mills Centre, and the Mackenzie Vaughan Hospital



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Precinct, in addition to the VMC which was a separate study on its own. Within each of these areas, the study examined local focal points, significant natural heritage features, view corridors, gateways, heritage sites, parks and open spaces, public institutions, and key destinations. As each of these features is overlaid spatially, a pattern of potential priority public art locations begins to emerge.

With these priority sites identified, the City has more clarity about where to channel any future public art investments while taking into additional consideration: accessibility/visibility; site capacity; compatibility /enhancement and ownership.

Further, the study developed guidelines for the City-Wide Public Art Program including public art commission and selection methods; art selection process; collections management; funding; community engagement; implementation and administration processes. These guidelines inform staff, development and community stakeholders about the process enabling greater transparency and accountability in making public art investments. Focus is usually given to the commission and acquisition of pieces. However, this exercise also places equal focus on planning for maintenance and conservation of the pieces.

#### ***Private Sector Partnerships***

The City's Official Plan 2010, Section 10.1.1.4. k articulates policies that encourage the inclusion of public art in all significant private sector developments. Although public art is not a mandatory requirement, its provision does contribute to an uplift in area property values, increase pedestrian traffic and other economic benefits for the private developer. City staff could advance the provision of public art in the same way that it has started the requirement for transportation demand management (TDM) and sustainability measures – by asking for it – at the earliest planning and development stages. During the Pre-Application Consultation (PAC) meetings, staff will be asking all applicants to consider the provision of public art.

While Section 37 is the most common means to secure public art contributions in development approval, the Planning Act (Minor Variance Section 45[9] and Plans of Subdivision/Severance Section 51[25] and [26]) provide planning staff the tools to achieve public art in development review and approval.

On significant development projects, staff will ask applicants to contribute 1 percent of gross construction costs towards public art. Projects may be deemed significant in regards to prominence, scale, location, destination, potential use, and vicinity to other important sites. Urban Design and Planning Staff determine significant sites in their review of applications and approvals, and the request for public art would be in tandem with this review. The contribution could be directed towards an on-site publicly accessible project or alternatively off-site towards a project of the City's selection. Additionally, applicants may opt to utilize Section 37 of the Planning Act to amend official plans, zoning by-laws or permit minor variances allowing for increases in the height or density of a development which would otherwise be prohibited in exchange for provision of community benefits (which includes public art) by the owner.

In turn, the City would be committed to ensuring that the development process in the case of developments with public art would be as streamlined as possible. If initiated early in the development process, public art should form part of the site plan or draft plan of subdivision submission. City staff could then review its location, accessibility, visibility, and its context in the broader public realm. The acquisition of the work would follow, managed by the Public Art Coordinator, separate from the site plan process.

#### ***Funding Considerations – Establishing a Public Art Reserve***

The City-Wide Public Art Program, along with the VMC Culture and Public Art Framework have several economic impacts that are necessary to highlight. The Public Art Program recommends a

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mechanism that will enable the City to fund the implementation of public art throughout the City based on the Council approved Vaughan Official Plan 2010 policy 10.1.1.4. k. It is proposed that the City establish a public art reserve fund that will capture 1 percent of the value of each capital project related to soft services. Soft services include projects related to park design and construction, City-owned building design and construction and other projects that are not 100 percent Development Charges (DC) funded.

Table 1 below illustrates the amounts per year, as per currently recognized projects, that would contribute to the public art reserve:

**Table 1: 1% Impacts of Currently Recognized Projects**

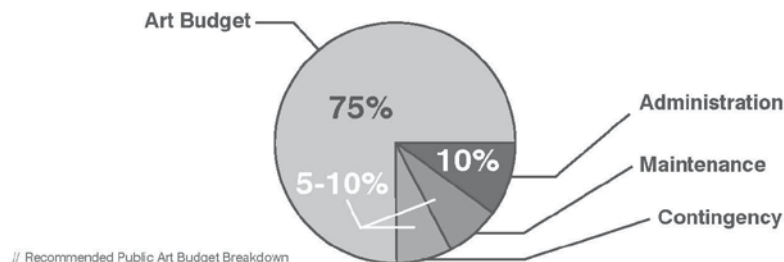
(\$ millions)	2017	2018	2019	2020	Average
<b>All Projects related to Soft DC Services</b>	53.7	6.1	22.3	26.5	27.1
<b>1% All Projects related to Soft DC Services</b>	0.5	0.1	0.2	0.3	0.3
<b>Average Property Tax Equivalent</b>	0.15 %				

As illustrated in Table 1, the average annual requirement is estimated to be \$0.3 million, which is equivalent to 0.15 per cent of a one percent property tax increase. The allocation of 0.15 per cent of funding from property tax would need to be managed within Council's mandated tax increase of no more than 3 percent, which would require savings or offsets in the City wide budget.

#### ***Public Art Maintenance Reserve***

The City of Vaughan will be responsible for the maintenance of any public art that falls under the City's ownership. In order to fund these costs, it is recommended that the City establish a public art maintenance reserve which will be funded through an allocation of 10 percent from each approved capital project for public art. Any newly commissioned artworks or accepted donations will have an accompanying maintenance endowment (placed into the reserve), usually assigned at 10 percent of the project budget. The maintenance endowment is part of the capital cost of the artwork, as shown below.

**Figure 1 – Breakdown of Public Art Budget**



These funds can then be pooled and used as funds are required. It is anticipated that there will also be a small operating impact for each public art installation as annual inspections and cleaning will be required. It should be highlighted that the maintenance of privately owned, publicly accessible art is typically the responsibility of the owner, and would not require resources from the City.

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**Table 2: Property Tax Impacts for Maintenance of Currently Recognized Projects**

(\$ millions)	2017	2018	2019	2020	Average
<b>Estimate Public Art Capital</b>	0.50	0.50	0.50	0.50	0.50
<b>10% Maintenance Fund</b>	0.05	0.05	0.05	0.05	0.05
<b>Average Property Tax Equivalent</b>	0.03%				

Table 2 is based on the assumption that capital of approximately \$500K annually is approved, and 10 percent of that amount is related to ongoing maintenance. The funding for this 10 per cent would be from taxation, equating to an average annual requirement of 0.03 per cent of property taxes. The allocation of 0.03 per cent of funding from property tax would need to be managed within Council's mandated tax increase of no more than 3 percent, which would require savings or offsets in the City wide budget.

***Impacts should be considered in the context of the overall budget***

In summary, these proposed reserves will be an added pressure to the property tax base and to the Capital from Taxation envelope. The pressure to the property tax base will occur if the funding mechanisms are added to the current budget framework with no offset, which results in a property tax increase of approximately 0.18 percent in 2017.

**Table 3: Overall Tax Impacts for Currently Recognized Projects**

(\$ millions)	2017	2018	2019	2020	Average
<b>1% All Projects related to Soft DC Services</b>	0.54	0.06	0.22	0.27	0.27
<b>Ongoing Maintenance Funding</b>	0.05	0.05	0.05	0.05	0.5
<b>Average Property Tax Equivalent</b>	0.18 %				

Any funding requirements that are identified from taxation would need to be prioritized against all City-wide funding requests from taxation. The allocation of funding from property tax would need to be managed within Council's mandated tax increase of no more than 3 percent, which would require savings or offsets in the City wide budget.

Staff will endeavour to review the feasibility of creating two new reserves:

1. Public Art Reserve with funding the equivalent of 1 per cent from each future capital project related to soft services; and
2. Public Art Maintenance Reserve with funding the equivalent of ten per cent from each future capital project related to public art.

A report will be brought back to a future Finance, Administration and Audit Committee meeting during the 2017 budget process to discuss the associated financial implications.

***Governance and Program Implementation***

A productive and effective public art program requires an administrative structure that clearly designates the various responsibilities involved in the public art process. The administrative structure proposed in the City-Wide Public Art Program is aligned with the roles and

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responsibilities outlined in the VMC Culture and Public Art Framework. The structure recognizes the City needs for phased resourcing and provides both an interim and longer term administrative structure.

Staff will be responsible for the administrative, construction and ongoing maintenance processes. Post 2017, staff will be supported by a volunteer Public Art Advisory Committee. Independent public art selection panels will review and make recommendations for public art on a project by project basis. The Design Review Panel (DRP) will serve as an interim Public Art Advisory Committee providing input on site and artist selection processes. Additionally, staff recommends that the DRP also review public art masterplans for precinct plans and development applications on an interim basis.

The City's public art program is expected to grow incrementally. Funding is a cornerstone driver to achieving a robust public art program. It is recommended that the City encourages public art as part of any development application and further, that it also demonstrate corporate leadership in establishing policies for its capital projects. In either instance, a public art reserve fund is required to collect, amass and distribute funds for public art. Similarly a public art maintenance reserve is also required to collect funds for the maintenance and conservation work over the lifespan of the art, and an operating budget line for annual inspections and cleaning.

#### ***Bringing Culture and Creating an Identity for the VMC***

The VMC, as the City's new downtown, presents the highest profile area for both cultural initiatives and public art projects. Based on the Market Assessment and Reconnaissance and Strategic Assessment Reports prepared by the City's Development Facilitator: Live Work Learn Play (LWLPP), the priority areas within the VMC for early activations are the Mobility Hub and Edgeley Pond. A number of projects and initiatives are already being implemented within these focus areas.

A community engagement campaign is underway with approximately 40 public events scheduled in 2016 to gather feedback from residents, employers and visitors on what they want from the VMC as their downtown. These include Concerts in the Park, Canada Day, Economic Club and real estate broker events to name but a few. A microsite is being developed to support the marketing of the VMC. Staff is developing Terms of Reference for the design of Edgeley Pond and Park, slated for public release in Q3 2016, and it will include the integration of a significant public art installation. These projects have been initiated within existing and/or approved operating and capital budgets.

In addition to the projects discussed above, the following three quick-wins have been identified as priority items:

1. Signature subway opening day event at the VMC
2. Identity signage and wayfinding tactics
3. Installation of temporary or permanent piece of public art within the heart of the Mobility Hub.

The choice of these projects also coincides with the opening of the subway, investments in infrastructure and the first group of development projects in the VMC. Early activation of the VMC requires that the broader community understands and is supportive of its development. Therefore, installation of signage, wayfinding, and a program of community engagement activities are necessary to begin generating a buzz around the Mobility Hub and the new downtown. An estimated 20,000 or more people will be traversing through the Mobility Hub daily. Although the subway opening is not scheduled until Q4 of 2017, planning for these projects needs to begin immediately.

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***Subway Opening Program***

The first two priority projects: subway opening day program and identity signage are not covered within any existing capital or operating budget. Nevertheless these initiatives are necessary to psychologically and physically contextualize the VMC as a real and tangible place with a distinct identity, vibrancy and draw, and support the placemaking recommendations brought forward by LWLP to create strategic market differentiation. With subway service starting and the development of the City's first urban square, the Mobility Hub at the VMC is a symbol of the City's coming of age – a metamorphosis from a suburban community to a bustling urban centre. A signature event would allow the residents, employees and visitors to come together to mark the unfolding of the VMC vision, sending a signal to investors that the VMC is real. This program will be developed in close collaboration with the TTC, YRT and SmartReit, as it is intended to launch the new TTC station, YRT Bus Terminal, vivanext services, as well as the new urban square.

***Establishing VMC's Physical Context through Wayfinding***

The City's Streetscape and Open Space (SOS) plan calls for enhanced-level streetscapes along the VMC's two major spines: Jane Street and Highway 7. The central axes of these two corridors give rise to four gateway locations or major entrances to the VMC. The SOS Plan recognizes that identity signage and wayfinding elements are critical for pedestrian and vehicular traffic orientation, but also provides opportunities for placemaking. A statement feature at each of the gateways gives context to the VMC signaling a sense of arrival and in its design, the brand for the VMC.

Staff is proposing that in the early stages of the VMC, a gateway sign at the west entrance to the VMC be deemed a priority. Under the Region of York's Municipal Streetscape Partnership Program, partial funding may be available for the development of the gateway sign. The MSPP's application deadline is in June 2017, with detailed design concepts submitted in September 2017 for possible funding approvals in the following year.

These projects will have a financial and staffing impact on the City and its partners. Staff will be including these projects in Capital and Operating Budget submissions for 2017 and 2018 for Council approval. The City may seek additional sponsorship funding or services in kind for materials contributing to the installation.

***Temporary or Permanent Public Art Installation at the Mobility Hub***

The third quick win is the installation of a temporary or permanent public art project at the Mobility Hub. As the first landmark public art project in the VMC, the scale, quality and importance of this piece cannot be overstated, setting a standard and expectation for public art under the City's new Public Art Program. Funding for a temporary or permanent piece of public art in the Mobility Hub may be in place, subject to finalization of a Section 37 contribution as part of an active development application.

***Understanding the Funding Challenge for Culture and Public Art in the VMC***

Although it is difficult to anticipate the full cost implication of all of the recommendations that are included throughout the VMC Culture and Public Art Framework, further evaluation will be required as projects are scoped in more detail. To bring some focus to the issue of funding, an evaluation was made of the quick win projects which are recommended. It was found that the total estimated cost of the eight quick wins is approximately \$856K, excluding the public art feature which will be funded as part of the Edgeley Pond and Park project.

In order to achieve three priority quick wins, staff will continue to evaluate their current financial position and establish a plan which would leverage funding from the various sources identified

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and existing funding will be strategically allocated to make the most of the City's available resources. As part of this process, partnership funding, grant opportunities and sponsorships will be explored. After the detailed costing and work plans have been established, staff will bring this forward to Council for consideration as part of the 2017 capital budget deliberations.

As a strategy throughout the study, staff has aligned both quick win (to 2017/2018) and short term (2021) projects identified in the VMC Culture and Public Art Framework with existing budgets where available in recognition of the fiscal challenges that the City faces. A number of the projects identified are already underway through the use of existing funding and partnerships and will not result in additional costs.

#### ***The private sector will play a significant role in achieving the vision for public art***

In addition to cultural activations, the VMC Culture and Public Art Framework outlines key locations for future public art implementation in the new downtown based on a short term (2021) and long term (2031) projection (Attachment 3). Analysis was completed to establish a high level cost estimate for the additional key public art locations, which could be placed on either public or publicly accessible private lands. These estimates were established using the recommended public art budget breakdown as illustrated in Figure 1. In the short term to 2021, six sites within the VMC were identified for public art or cultural initiatives at an estimated total cost of between \$2.35 and \$2.85 million. In the medium term to 2031, there were an additional seven sites identified with an estimated total cost of between \$3.4 and \$3.9 million. Therefore the total program is estimated at \$5.75 and \$6.74 million.

It must be understood that these projects will only be undertaken as grants, funding or development opportunities present themselves to offset these costs. Furthermore, it is anticipated that the majority of the works will be undertaken by the private sector as it provides an opportunity to increase the profile of their developments which in turn attracts new residents and businesses. As is the practice in many other Canadian municipalities, the City will be encouraging the inclusion of public art in all significant private sector developments to match the City's 1 percent for public art contribution. It is the hope that many of the key public art locations are fulfilled through this avenue as development proceeds over time.

#### ***Piloting Community-Based Public Art***

The Public Art Program embraces and encourages public art from all the various stakeholders, be it developer or City-initiated or community driven. The fundamental core value of engagement and collaboration is rooted in a desire for community engagement in public art from conception, to execution and enjoyment stages. In 2015, Council and staff received several informal expressions of interest from residents and artists seeking opportunities to install public art within the City. Upon the adoption of City-Wide Public Art Program, staff will be following up with stakeholders to explore their proposals for community initiated public art, using this opportunity to test the public art acquisition process.

The adoption of a City-Wide Public Art Program should be supported by community engagement efforts. Strategies may include working with schools, arts organizations, community groups and institutions such as the McMichael Canadian Art Collection to develop and deliver educational events, workshops, lectures, public art tours and mentorships to drive the broader goal of developing a creative culture across the City.

#### **Relationship to Term of Council Service Excellence Strategy Map (2014-2018)**

This report is consistent with the priorities set out on the Term of Council Service Excellence Strategy Map: facilitate the development of the VMC and support and promote arts, culture, heritage and sports in the community.

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#### **Regional Implications**

Copies of this report will be provided to the Region of York, York Region Transit and other agencies to inform their related policies and future investments in infrastructure.

#### **Conclusion**

“The VMC needs to demonstrate commitment to achieving its vision – delivering projects that create ‘place’ and drive value across development typologies”: Live Work Learn Play.

It will be critical for the City leaders to make public art and culture a priority in order to achieve the vision for the City. Furthermore, it is important to recognize that developing and implementing public art and culture programs in Vaughan is a vital step in the transformation of the city from a suburban municipality to an urban centre and as such, the private sector will be expected to make significant contributions towards achieving this vision whether it be through privately owned and publicly accessible art on development sites, or through contributions made directly to the City. Establishing clear and effective public art policies and practices will help to enable those partnerships.

#### **Attachments**

1. Vaughan Metropolitan Centre Culture and Public Art Framework – [link here](#)
2. City-Wide Public Art Program – [link here](#)
3. Key Locations for Public Art

#### **Report prepared by:**

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(A copy of the attachments referred to in the foregoing have been forwarded to each Member of Council and a copy thereof is also on file in the office of the City Clerk.)



C 19
COMMUNICATION
CW (WORKING SESSION)
June 1/16
ITEM - 6



# Vaughan City-Wide PUBLIC ART PROGRAM

Committee of the Whole

June 1, 2016



c19 18



# Purpose

**The purpose of the City-Wide Public Art Program is to provide a guiding framework, public art policies, and establish a public art process that will maximize opportunities for public art in the City of Vaughan**



# Definition of Public Art

## Public Art

Public art is art that:

- › is physically or visually accessible,
- › is on public and private lands,
- › is created by or in collaboration with artists,
- › has aesthetic qualities,
- › is context specific,
- › can be a variety of media,
- › may be permanent or temporary, and
- › has been selected, commissioned or acquired in a process supported by the principles and methods of the City of Vaughan's Public Art Program.

## Types of Public Art

There are three main types of public art that should be considered based on the unique requirements and characteristics of the site identified for public art.



# Type 1

INDEPENDENT  
SCULPTURE  
or DISCRETE  
ELEMENT



// FLOWER POWER BY MARK DI SUEVERO, TORONTO ON



// UNTITLED BY JEAN-PIERRE MORIN, TORONTO ON

// SHADOWS II BY JAUME PLENSA, MONTREAL QC





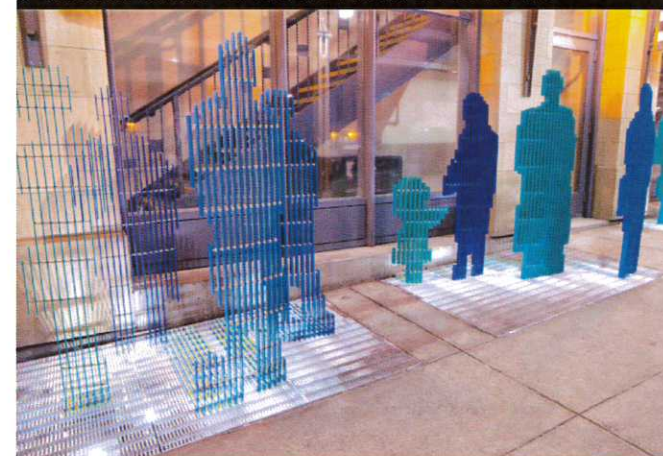
# Type 2

SITE SPECIFIC



// LIQUID ECHO BY CATHERINE WIDGERY, TORONTO ON

// TRANSIT STORY BY JILL ANHOLT, CALGARY AB

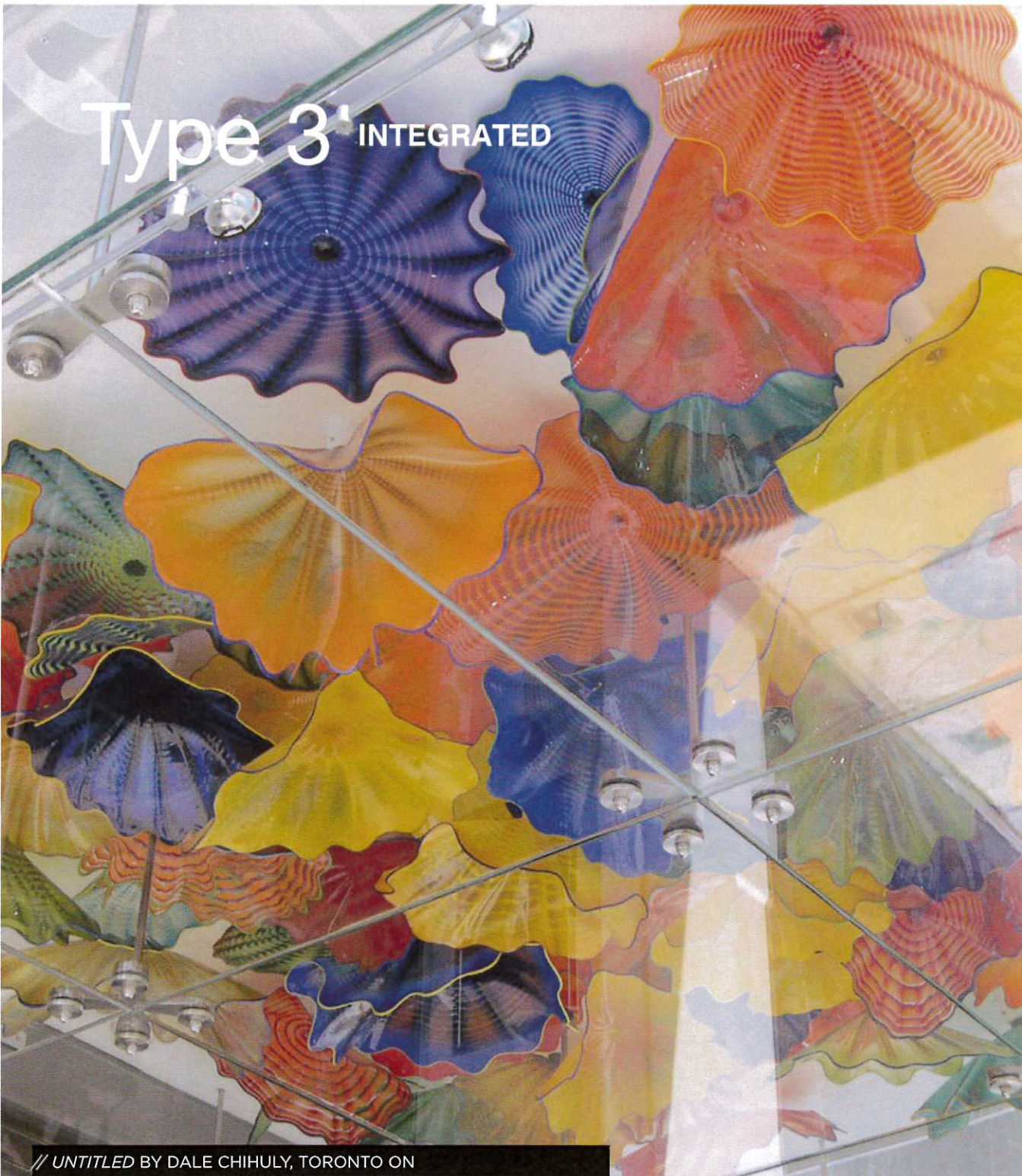


// COMBINATION OF THE TWO BY MATT MULLICAN, TORONTO ON





# Type 3' INTEGRATED



// UNTITLED BY DALE CHIHULY, TORONTO ON



// FOREST WALK BY ED PIEN, TORONTO ON

// SNAKE PATH BY ALEX SMITH, SAN DIEGO CA





# Roles for Public Art

**Placemaking**

**Gateway Marker**

**Landmark**

**Memorial**

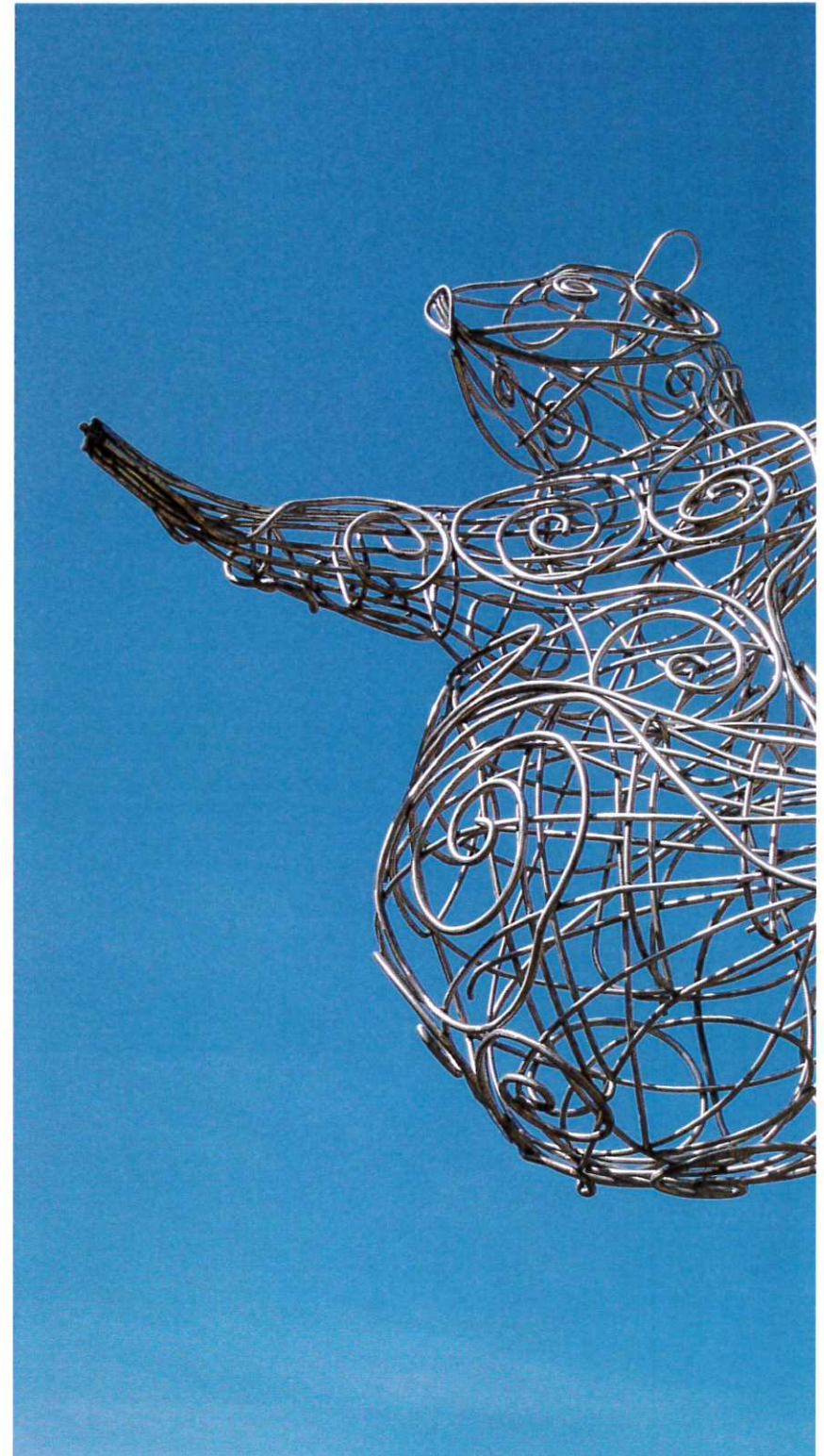
**Local Focal Point**

**Wayfinding**

**Interpretation**

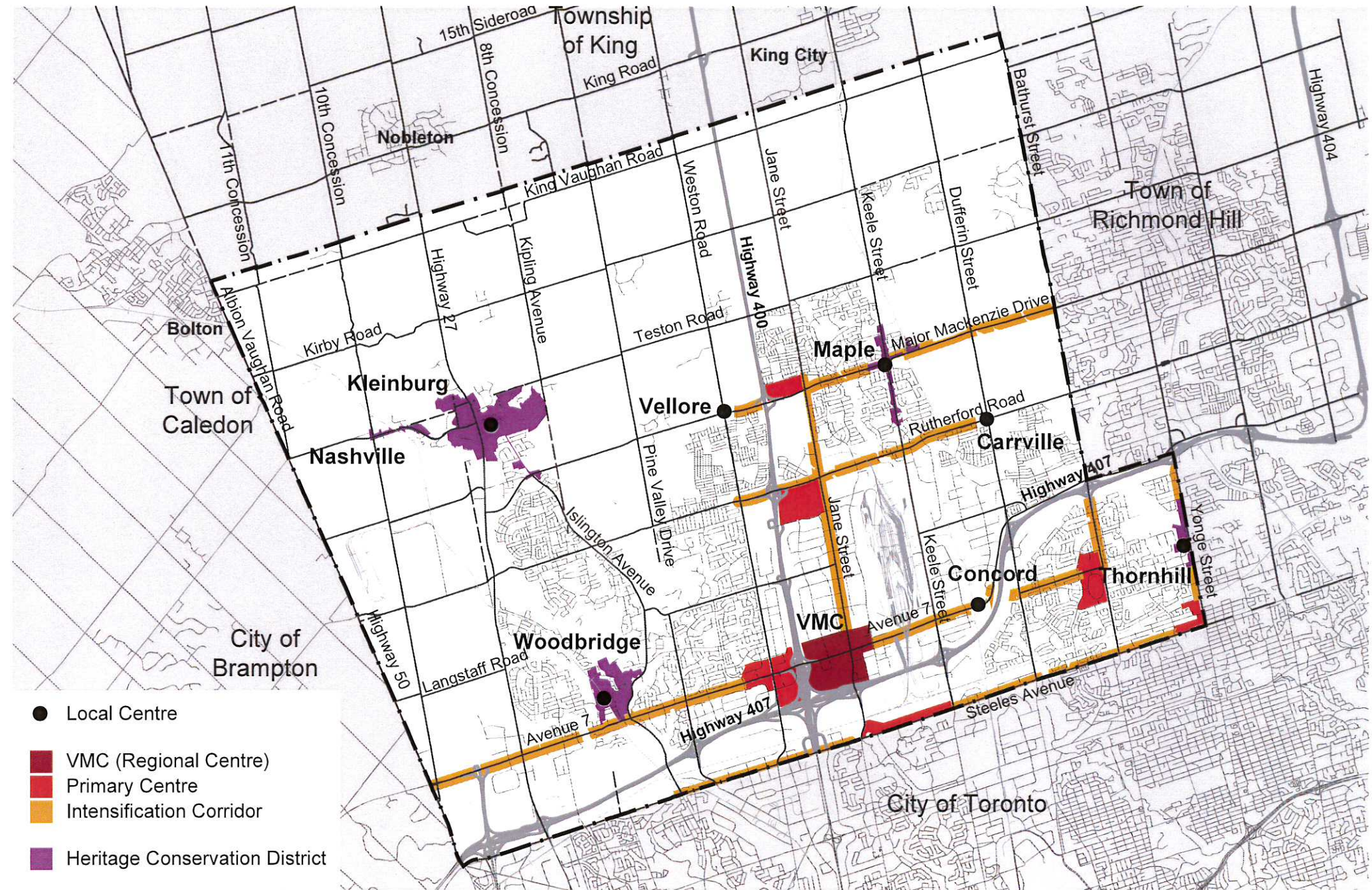
**Functional Element**

**Activation and Animation**





# City-Wide Study Area



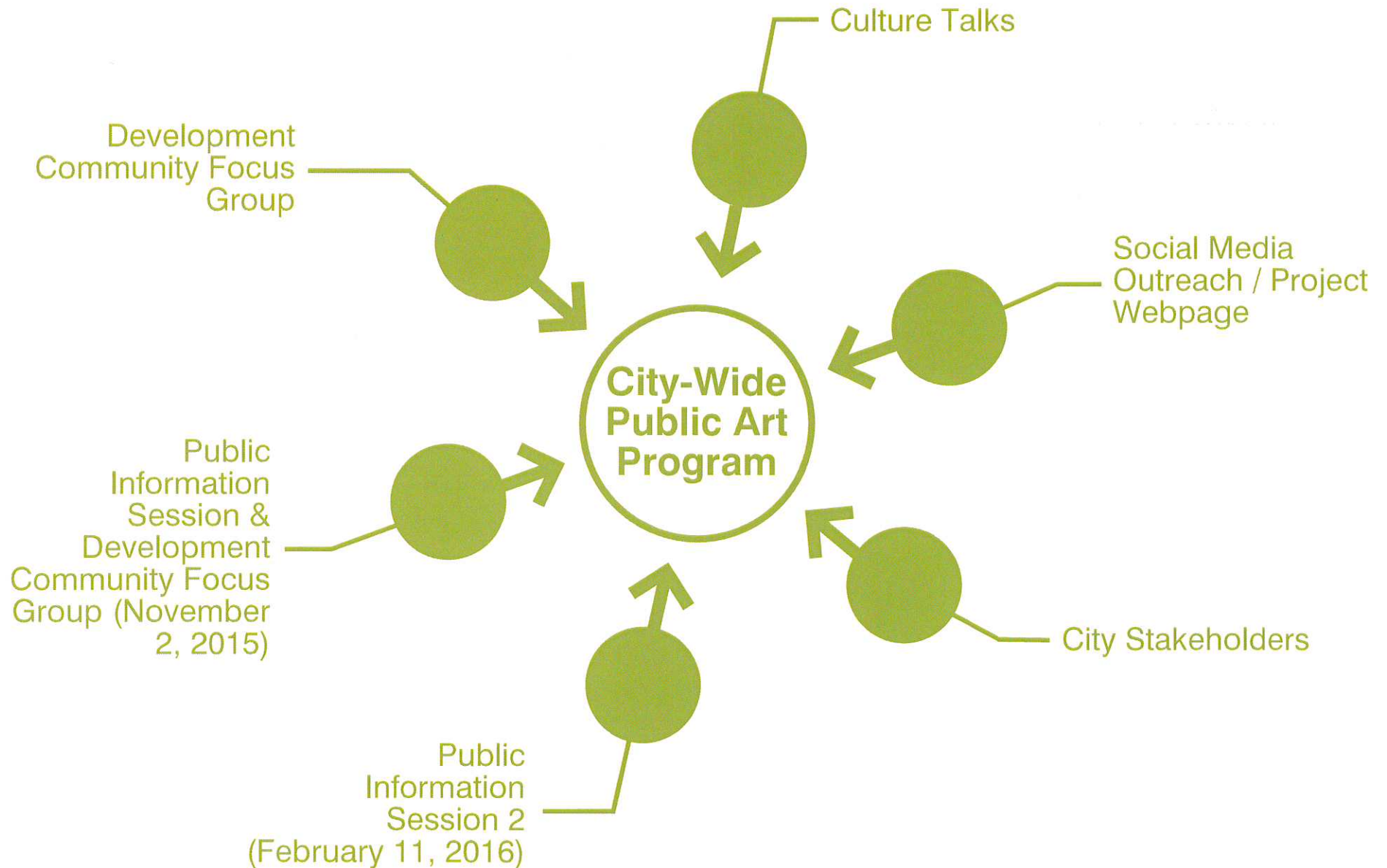


# Study Process





# Outreach



# What We Heard

“

**cultural diversity**

*interactive*

*inclusive*

**accessible**

**the McMichael is a local treasure**

*reinterpret the group of seven*

**create a landmark sculpture at the McMichael**

**engaging**

*integrate public art in the public realm*

**create group of seven inspired furnishings in**

**Kleinburg**

*public art at Mackenzie Vaughan Hospital*

**commission earthworks**

**the desire for public art is here!**

*connect to nature in Vaughan*

**identify Vaughan with art as much as it is with**

**recreation**

**create a self directed public art tour**

*share Vaughan's legacy*

**be provocative**

*keep the public art commissioning process simple for*

*development applications*

**gateways and intensification corridors are key**

**locations for public art**

*public art is 'public' not only by ownership or by location, but by the* **public process** *through which it is commissioned*

”



# Aspirations

inclusive  
multicultural  
contemporary  
vibrant  
educating  
interactive  
creative  
nurturing  
opportunities for artists  
accessible  
engaging  
diverse  
multi-disciplinary  
integrated  
express place







# Vision

The City-Wide Public Art Program provides a **guiding framework** that will maximize opportunities to create **public art** that **enhances community identity**, **builds civic pride**, **orients visitors** and **celebrates local and national talent**. By **animating the City's public realm** in ways that contribute to Vaughan's **growing identity** as a dynamic, walkable, "city of choice," public art **fosters a vibrant community life** that is **inclusive, progressive, sustainable** and expresses the unique character of Vaughan.



# Opportunities for Public Art in Vaughan

## 1 Downtown – Vaughan Metropolitan Centre



## 2 Primary Centres / Local Centres



## 3 Major Parks, Open Space and Trails



## 4 City-Wide Public Institutions



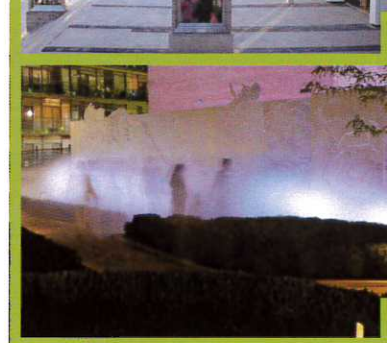
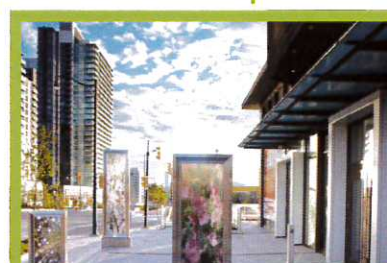
## 5 Intensification Corridors / Gateways



## 6 Heritage Conservation Districts



## 7 Private Development Sites





# Selecting Locations for Public Art



- 1 Monitor long term capital budgets and projections, and planning documents and guidelines
- ↓
- 2 Reinforce community planning objectives and urban design guidelines
- ↓
- 3 Select locations that are accessible, visible and compatible with surrounding sites and uses.
- ↓
- 4 Prioritize compatible high profile capital projects
- ↓
- 5 Balance a range of locations and opportunities by identifying smaller scale projects

# Strategies for Locating Public Art



## Types of Locations for Public Art

Gateways

Parks, Open Space and Trails

Historic Buildings and Heritage Sites

Public and Cultural Institutions

Key Destinations/Points of Interest

Premium or Enhanced Streetscapes

Important intersections

View Termini

Infrastructure



# 7 Focus Areas

- Local Centre
- VMC (Regional Centre)
- Primary Centre
- Heritage Conservation District
- Intensification Corridor

- 1 Vaughan Metropolitan Centre (VMC)
- 2 Kleinburg-Nashville Heritage Conservation District
- 3 Woodbridge Heritage Conservation District
- 4 Vaughan Mills Centre
- 5 Vaughan Healthcare Centre
- 6 Maple Heritage Conservation District
- 7 Thornhill

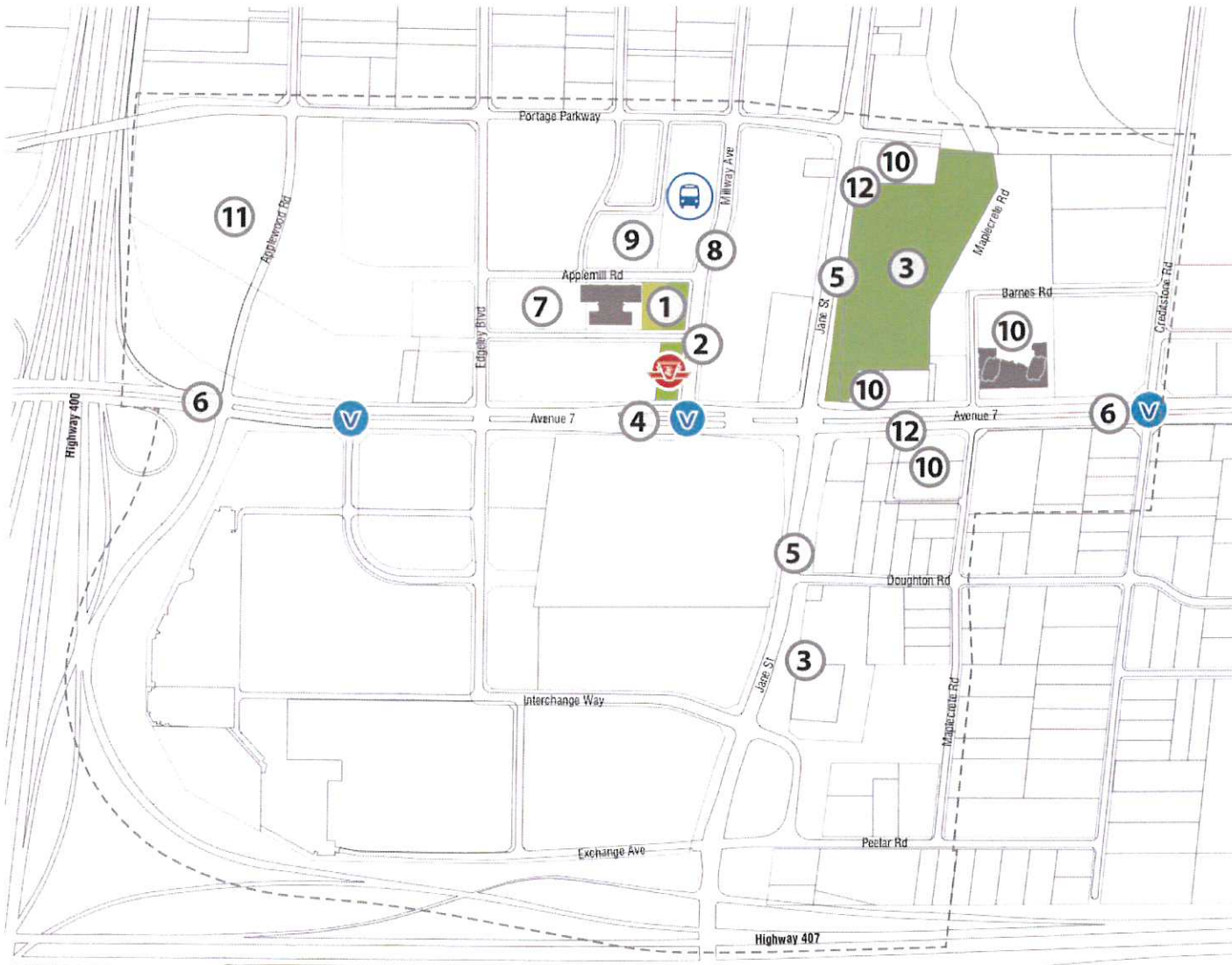




# 1 Vaughan Metropolitan Centre

Public Art in the VMC is addressed in a separate document:  
the **VMC Culture & Public Art Framework**

2021





# 2 Kleinburg-Nashville

## Preferred Locations

The following Preferred Locations for Public Art have been identified. Priority Types are highlighted in colour.

### 1 Gateways

- The main experiential gateways are the thresholds of village character along Islington Avenue, Nashville Road and Stegman's Mill Road
- The North corners of Islington Avenue and Major Mackenzie Drive.
- Important signage/wayfinding gateways occur where Islington Avenue meets Highway 27 and Major Mackenzie Drive.
- On the east and west sides of Highway 27 at Nashville Road
- Nashville Road west of the District Boundary

### 2 Parks, Open Space and Trails

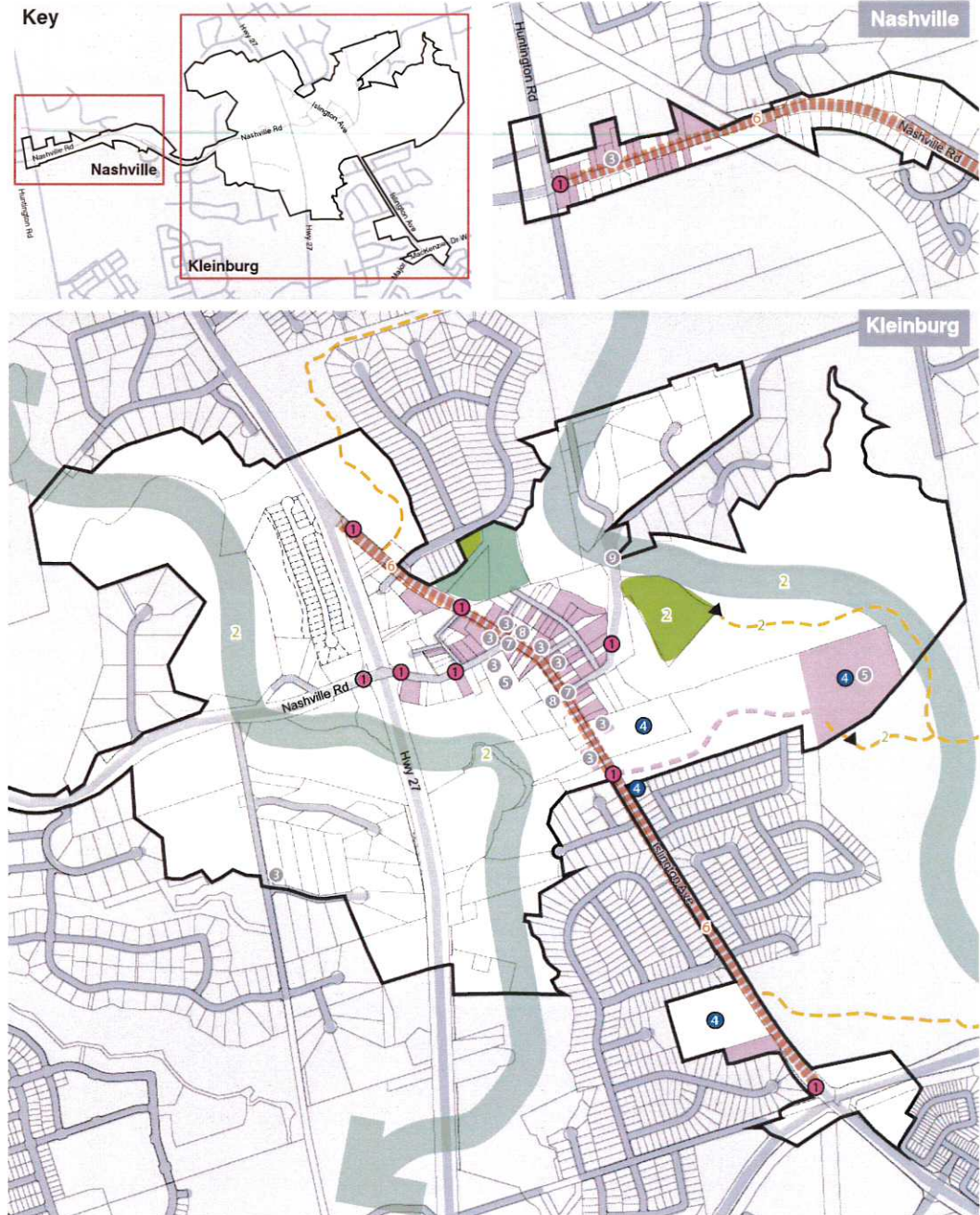
- The Humber River and associated natural heritage surrounds Kleinburg to the east and west.
- Trailheads for the William Granger Greenway are accessible from Bindertwine Park and from the McMichael grounds.

### 4 Public and Cultural Institutions

- McMichael Canadian Art Collection
- Kleinburg Public Library
- Kleinburg Public School
- Ecole Elementaire La Fontaine
- Pierre Berton Discovery Centre (conceptual)

### 6 Premium or Enhanced Streetscapes

- Islington Avenue, from Major Mackenzie to Highway 27
- Nashville Road, from Islington Avenue to Highway 27





# 3 Woodbridge

## Preferred Locations

The following Preferred Locations for Public Art have been identified. Priority Types are highlighted in colour

### 1 Gateways

- › Schedule 8 of the Woodbridge HCD Plan
- › Woodbridge Avenue Gateways:
- › Islington Avenue & Woodbridge Avenue (The River Gateway)
- › Kipling Avenue & Woodbridge Avenue (The Commercial Gateway)
- › Woodbridge Avenue and Wallace Street (The Wallace Street Gateway)
- › Woodbridge Avenue at Market Lane (Market Lane Gateway)
- › Woodbridge Avenue between Clarence and Market Lane (The Plaza Gateway)
- › Woodbridge Avenue and Clarence Street (The Clarence Street Gateway)
- › The District Plan notes that "Porter Avenue should be landscaped as a prominent gateway" into the Woodbridge Fairgrounds.

### 2 Parks, Open Space and Trails

- › Humber River
- › Woodbridge Fairgrounds
- › Hayhoe Mills Park
- › The Country Club Golf Course
- › Doctors Mclean District Park
- › Woodbridge Memorial Park
- › Fred Armstrong Parkette
- › See Page 94 of the Woodbridge HCD Plan

### 3 Historic Buildings and Heritage Sites

- › Wallace House
- › William Farr House
- › Woodbridge Memorial Park and Tower
- › Donald Grant House
- › John Abell House
- › Thomas Wright House
- › McGillivray-Shore House
- › Gilmour Hotel
- › Inkerman Hotel
- › Memorial Cemetery & Woodbridge Cenotaph

### 6 Premium or Enhanced Streetscapes

- › Woodbridge Avenue (Primary)
- › Kipling Avenue (Secondary)





# 4 Vaughan Mills Centre

## Preferred Locations

The following Preferred Locations for Public Art have been identified. Priority Types are highlighted in colour.

### 2 Parks, Open Space and Trails

- › Black Creek Corridor and Greenway,
- › Proposed Neighbourhood Parks
- › Urban Squares and courtyards
- › Connections to a Natural Heritage corridor is possible in the northwest quadrant
- › The West Don River Valley is a major greenway in the area

### 9 Infrastructure

- › Existing Bus Terminal at the northeast corner of the Shopping Centre and Potential Future Transit Hub at Jane Street and Rutherford Road including bus and rapid transit stops and a potential subway station
- › Bridges crossing Highway 400 at Rutherford Road and Bass Pro Mills Drive





# 5 Vaughan Healthcare Centre

## Preferred Locations

The following Preferred Locations for Public Art have been identified. Priority Types are highlighted in colour.

### ① Gateways

- › Main entries off Jane Street and Major Mackenzie Drive
- › See Page 7 of VHCP Streetscape Concept

### ④ Public and Cultural Institutions

- › Mackenzie Vaughan Hospital

### ⑥ Premium or Enhanced Streetscapes

- › Jane Street
- › Major Mackenzie Drive
- › Key internal streets

### ⑨ Infrastructure

- › Future transit hub south of Major Mackenzie Drive





# 6 Maple

## Preferred Locations

The following Preferred Locations for Public Art have been identified. Priority Types are highlighted in colour.

### 1 Gateways

- › At entry points to the HCD along Major Mackenzie Drive and Keele Street
- › Keele Street, north and south
- › Major Mackenzie, east and west

### 4 Public and Cultural Institutions

- › Vaughan City Hall
- › Maple Community Centre and Library
- › Civic Centre Resource Library
- › St. Joan of Arc Secondary School
- › St. David's School

### 6 Premium or Enhanced Streetscapes

- › Major Mackenzie Drive
- › Keele Street





# 7 Thornhill

## Preferred Locations

The following Preferred Locations for Public Art have been identified. **Priority Types** are highlighted in **colour**.

### 1 Gateways

- › Entrances to Thornhill Village from west on Centre Street and from north and south on Yonge Street
- › On Centre Street at Bathurst Street and at New Westminster Drive
- › At main entrance off Bathurst Street
- › At Bathurst Street and Clark Avenue West
- › At main entrance off Clark Avenue West

### 3 Historic Buildings and Heritage Sites

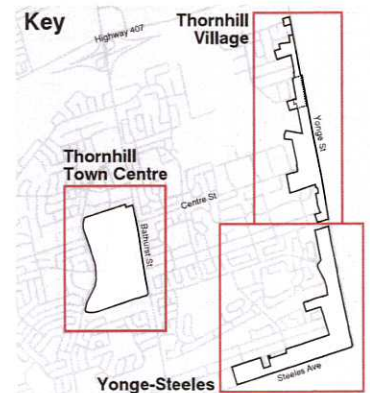
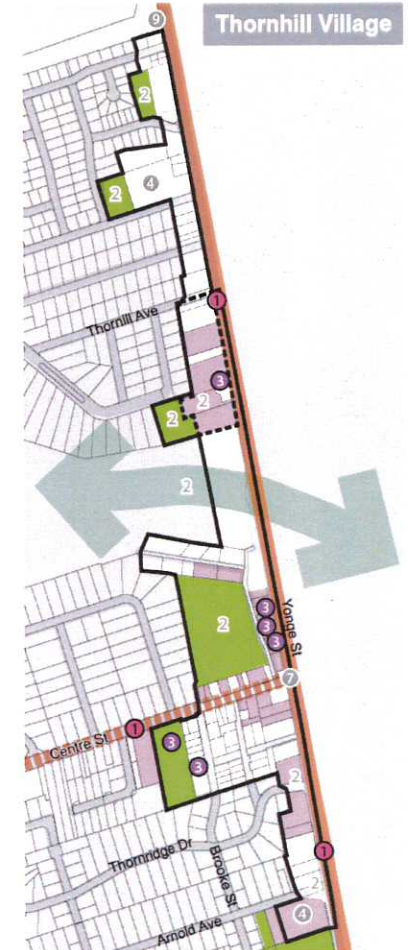
- › The Francis Block
- › Thoreau MacDonald House
- › Holy Trinity Anglican Church
- › William Armstrong House
- › Robert West House
- › Methodist Church
- › Soules Inn

### 5 Key Destinations

- › Cadillac Fairview Promenade Shopping Centre

### 6 Premium or Enhanced Streetscapes

- › Yonge Street qualifies as a Premium Streetscape
- › Centre Street qualifies as an Enhanced Streetscape
- › Steeles Avenue qualifies as an Enhanced Streetscape
- › Bathurst Street qualifies as an Enhanced Streetscape





# Fostering Community Engagement

## 1. COMMUNITY-BASED PUBLIC ART PROJECTS

// SNOWCONE BY DIANA KONCAN AND LILY JEON, TORONTO ON





# Fostering Community Engagement

## 2. TEMPORARY PUBLIC ART

// ASPENS BY NIKA BELIANINA, TORONTO ON



# Fostering Community Engagement

## 3. IDEAS COMPETITIONS

// MIRAGE BY PAUL RAFF STUDIO, TORONTO ON



# Fostering Community Engagement

## 4. CELEBRATIONS / LANDMARKS

// PASTURE BY JOE FAFARD, TORONTO ON





# Fostering Community Engagement

## 5. ENGAGING VISITORS





An abstract sculpture featuring several vertical, polished metal poles. Intertwined with these poles are numerous long, thin ribbons in various colors, including red, yellow, green, and black. The ribbons are draped and looped around the poles, creating a dynamic and sculptural effect. The background is a clear, bright blue sky.

# Commissioning Public Art

**1. OPEN CALL COMPETITIONS**

**2. LIMITED OR INVITATIONAL  
COMPETITIONS**

**3. DIRECT COMMISSIONS AND  
ACQUISITION**

**4. INCLUSION OF AN ARTIST AS A  
DESIGN TEAM MEMBER**



# Process for Acquiring Public Art

1

## CITY INITIATED PROCESS





# Funding

## 1 Public Art Reserve

1% of new parks, libraries, community centres and fire stations

## 2 Maintenance Funds Requirements

Pool 10% of public art project budget for a maintenance reserve

## 3 Partnerships and Additional Funding

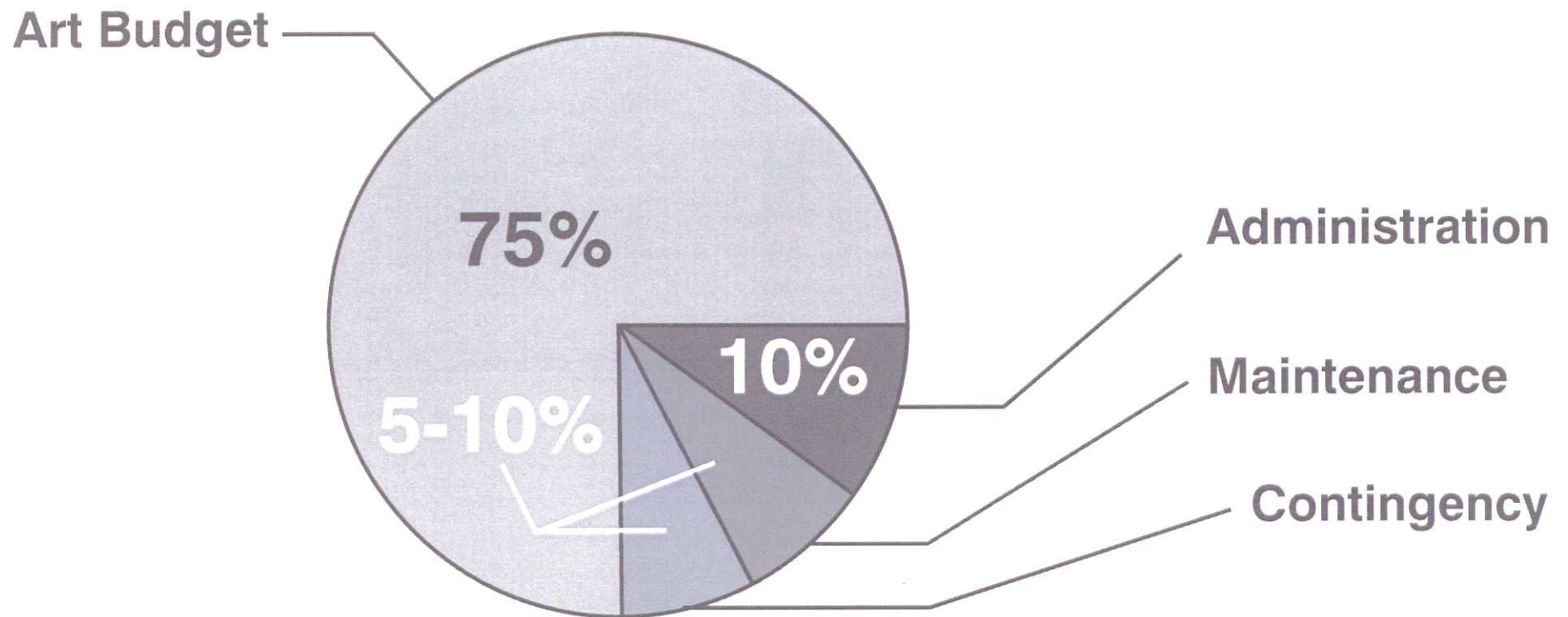
Work with local cultural organizations

Philanthropy

Proactively seek public-private-partnerships

Grants

# Typical Budget Breakdown of a Project





# Process for Acquiring Public Art

2

COMMUNITY  
INITIATED  
PROCESS





# Community Initiated Public Art

Proposal may come from individual artist, artist collective, community or school group, business association or a foundation.

Public Art Advisory Committee reviews proposal based on art selection methods, appropriateness in the public realm, and relevance to the City's Public Art Program.

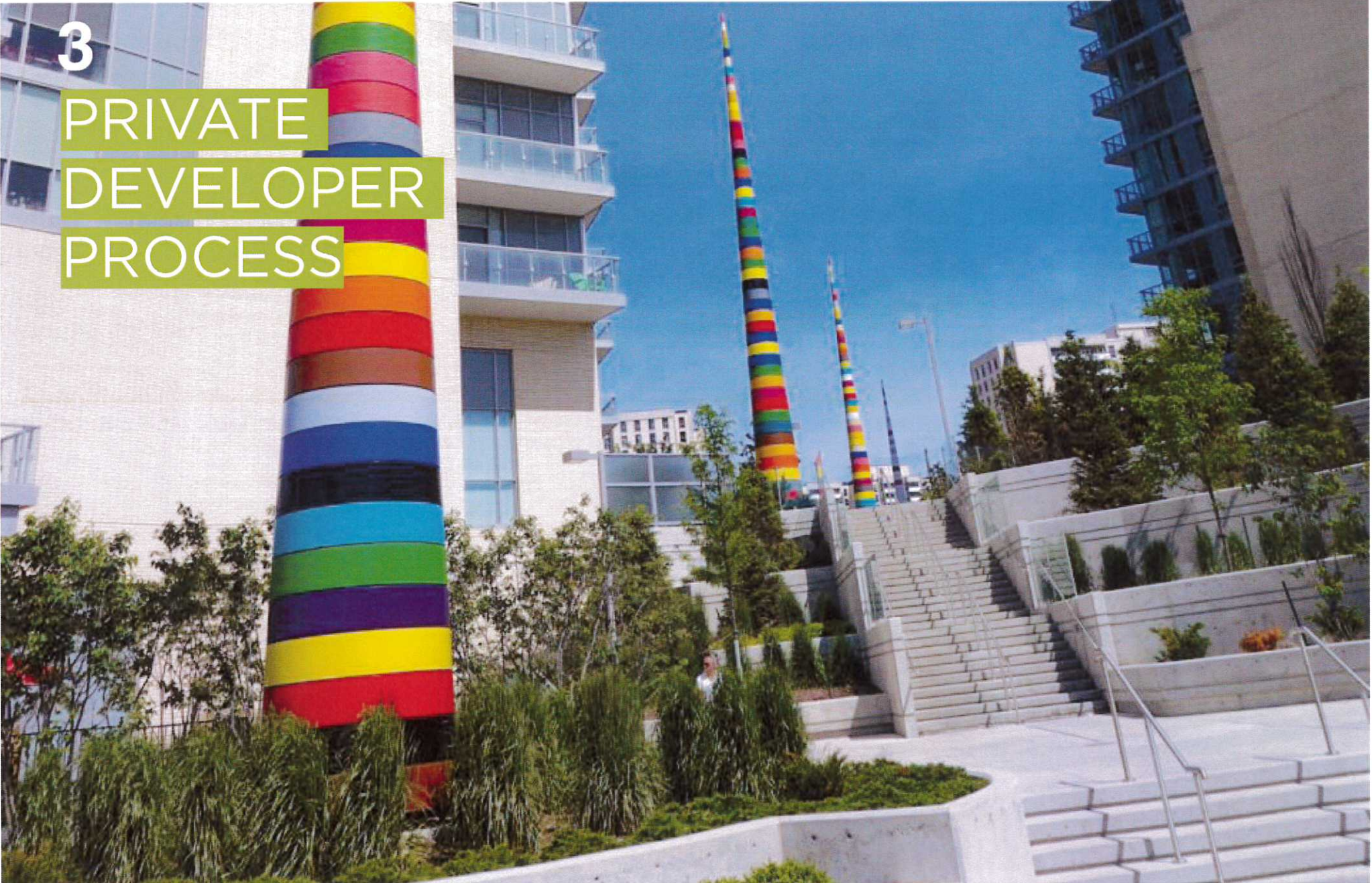
City not responsible for funding or maintenance and legal agreement ensures compliance, public safety etc.



# Process for Acquiring Public Art

3

PRIVATE  
DEVELOPER  
PROCESS





# Private Developer Options

1

## On Site Contribution

The applicant commissions public art work to the value of the public art commitment and such works of art shall be located on publicly accessible locations of privately owned lands.

2

## Off Site Contribution

The applicant directs the value of the public art commitment to the City's off site public art fund to be used towards City-supported public art on publicly owned lands.

3

## Combination

The applicant commissions public art on private lands, and allocates a portion of the funds to the City's off site public art reserve fund.



# Planning Tools

## **Section 37 of the Planning Act**

Height and Density Bonusing

## **Section 51 (25) and (26) of the Planning Act**

Plan of Subdivision

## **Section 45 (9) of the Planning Act**

Powers of Committee

## **Site Plan Approval**

## **Conditions of Approval**

(Letter of Undertaking)



# Operations and Maintenance

**City responsible for the maintenance and conservation of all public art in the City's ownership**

**City to establish maintenance reserve for this purpose**

**City not responsible for maintaining community initiated art and reserves right to remove at its discretion**

**Private developer responsible for the maintenance of privately owned publicly accessible art**



# Implementation and Administration

## Roles and Responsibilities





# Next Steps

- » **Amend the Terms of Reference for the design Review Panel**
- » **Develop the Terms of Reference for the Public Art Advisory Committee**
- » **Prepare the guidelines for the public art and maintenance reserves for deliberation in the 2017 budget process**
- » **Review Section 37 policies (underway)**
- » **Explore pilot community based art project**



**COMMITTEE OF THE WHOLE (WORKING SESSION)    JUNE 1, 2016**

**CITY-WIDE PUBLIC ART PROGRAM**

**Recommendation**

The Deputy City Manager, Planning and Growth Management, Chief Corporate Initiatives and Intergovernmental Relations, Director of Development Planning, Director of Economic Development and Culture Services and Manager of Urban Design in consultation with the Director of Financial Planning and Development Finance/Deputy City Treasurer, and Director of Transportation Services, Parks and Forestry Operations recommend:

1. That the consultants' presentation titled 'City-Wide Public Art Program' be received.
2. That the 'Vaughan Metropolitan Centre (VMC) Culture and Public Art Framework' (Attachment 1) be approved.
3. That the City-Wide Public Art Program (Attachment 2) be approved, and staff work with the development community on advancing the integration of public art into precinct plans and development proposals where possible or appropriate.
4. That staff pursue and seek partnerships for the following three priority quick wins identified in the VMC Culture and Public Art Framework: subway opening day program of Transit Square and TTC Plaza; gateway signage and wayfinding tactics; and a temporary or permanent public art installation within the Mobility Hub, with project delivery to coincide with the subway opening and that staff provide a more detailed financial framework as part of the 2017 and 2018 budget deliberations on the costing for these projects that will include the potential use of any secured VMC Section 37 funds, partnership funding and City budget impacts.
5. That staff review the feasibility of and report back to a future Finance, Administration and Audit Committee meeting during the 2017 budget process on:
  - i. Establishing two new reserves: a Public Art Reserve and a Public Art Maintenance Reserve;
  - ii. Allocating the equivalent of 1 percent of each capital project related to soft services to the Public Art Reserve; and
  - iii. Allocating the equivalent of ten percent of the capital cost of each capital project related to Public Art Reserve to the Public Art Maintenance Reserve.
6. That staff explore opportunities for a pilot community-based art project in conjunction with local artists following the principles within the City-Wide Public Art Program.
7. That staff review and/or refine the City's Implementation Guidelines for Section 37 Policies, based on the recommendations of the City-Wide Public Art Program.
8. That staff prepare a Terms of Reference and governance structure for the Public Art Advisory Committee and Culture Leadership Committee recommended in the report, to be considered at a future Committee of the Whole meeting.
9. That the Terms of Reference for the Design Review Panel be amended to include a mandate to review public art master plans for precinct plans and development applications on an interim basis, until a formal Public Art Advisory Committee has been established.



## **Contribution to Sustainability**

Green Directions Vaughan embraces a *Sustainability First* principle and states that sustainability means the City shall make decisions and take actions that ensure a healthy environment, vibrant communities and economic vitality for current and future generations. Arts and cultural initiatives contribute to the social, cultural, economic and environmental sustainability of the Vaughan Metropolitan Centre (VMC) and the City as a whole.

## **Economic Impact**

There are no economic impacts in the current budget year; however the Public Art initiative will have an impact on future years beginning with the 2017 budget cycle. The projects identified in the VMC Culture and Public Art Framework as the quick wins will be submitted for consideration as part of the 2017 - 2018 budget deliberations. The funding for these proposed projects would be through secured Section 37 funds, partnership funding and City budget deliberations. The projects associated with public art are not development charge eligible, and therefore cannot be funded from development charge reserves. Potential funding sources for these projects would include private partnerships, donations, Section 37 funds and taxation. Taxation requests for Public Art would need to be prioritized against all other City needs during the 2017-18 Budget deliberations. This will be further discussed within the report.

## **Communications Plan**

The consultation program for the Phase 2 City-Wide Public Art Program included a focus group meeting with representatives from the development industry on November 2, 2015, two public information sessions on November 2, 2015 and February 11, 2016, as well as consultation with City stakeholders. These consultation sessions built on extensive stakeholder and public engagement initiatives completed during Phase 1 of the project.

Regular updates on these studies have been posted on the City's website, [www.vaughan.ca/vmc](http://www.vaughan.ca/vmc). Staff will be preparing simplified versions of the City-Wide Public Art Program suitable for general public distribution. Meetings will be scheduled with the impacted city departments to brief staff on the administration of the City-Wide Public Art Program.

Working with the Office of Corporate Communications, City staff will continue to share future updates through a suite of communications tactics including social media, public relations and community engagement events.

### **Key Messages:**

- The realization of the VMC's vision as a vibrant downtown with exciting activities, social and cultural events is predicated on collective efforts in creating a sense of 'place'. Culture and public art initiatives contribute to that sense of place, by creating memories and experiences that draw people to use and frequent the VMC on a 24/7 basis versus just passing through.
- The development of a City-Wide Public Art Program provides the framework for acquiring public art from development projects through Section 37 policies, deriving community benefits for the City which would otherwise be unachievable through property taxation.
- Employing public art in development projects encourages better built form and opportunities for interaction in public and private realms. It contributes to quality of life and community development creating interesting and engaging spaces that attract people to live, work and spend time, reinvesting in local communities.
- Encouraging public art allows for individual and collective expression, raising creative thought and innovation that is translated into workplaces and centres of learning.



## **Purpose**

The purpose of this report are:

1. To adopt the Culture and Public Art Framework for the VMC, a vision document for activation within the City's new downtown.
2. To seek Council's approval of the City-Wide Public Art Program. This Program provides the guidelines for the siting, acquisition, care and maintenance of public art assets for the City, and form the basis for vibrant, engaging and sociable spaces and a catalyst for community development.

## **Background – Analysis and Options**

### ***Executive Summary***

Cities across Canada and around the world are increasingly realizing the economic and social benefits, as well as the quality of life enhancements that flow from creativity and investment in culture. In addition to bringing vibrancy to a city's public realm, public art is a tremendous source of civic pride and conveys the identity and cultural image of the city. The City-Wide Public Art Program is the first of its kind for Vaughan and is intended to establish a vision and framework to maximize opportunities for public art in the City for decades to come. This Program builds on the vision for placemaking and city-building developed through the VMC Culture and Public Art Framework.

Support for public art is articulated in a range of existing City of Vaughan planning and policy documents, including the Official Plan, Secondary Plans and Vaughan Vision 2020 plan. In addition, support and promotion of arts, culture and heritage are identified as a Term of Council Priority on the Service Excellence Strategy Map (2014-2018). The City-Wide Public Art Program provides an exciting opportunity to build on and integrate the planning and policy framework already in place, as well as support the City's urban design vision, planning objectives and guidelines. The Program is envisioned to be led and implemented by the City, in partnership with the private sector and other partners.

The City-Wide Public Art Program will be a living document that will be updated periodically to capture updates and changing priorities.

### ***Facilitating Placemaking through Public Art and Cultural Initiatives***

Staff brought a report, Item 3, Report No. 4 entitled "An Integrated Approach to Placemaking for the Vaughan Metropolitan Centre" to the November 20, 2015 meeting of the VMC Sub-Committee. Recommendation 4 of that report sought approval in principle of the VMC Culture and Public Art Framework and directed staff to report back to a future Committee of the Whole meeting with the City-Wide Public Art Program and recommendations at the conclusion of the study. This report addresses this Council direction.

### ***City-Wide Public Art in City-Building***

Following the completion of the Culture and Public Art Framework for the VMC, work began on a broader City-Wide Public Art Program. Public art should not be confined to the downtown; rather it should be used as a catalyst for community development. Whether arts and culture are viewed at the personal and individual level or at a macro community level, there are undeniable benefits to all. The creation of art is a personal expression, a celebration of diversity, a forum for intercultural understanding and a collective identity. Furthermore the addition of public art also improves public safety, adds to property values, generates tourism spending and provides economic income for all industries that support it.



The value of public art is recognized in a myriad of communities that have implemented public art programs. Through the process of completing Vaughan's City-Wide Public Art Program, the consultants reviewed practices from Kitchener, Toronto, Calgary, Edmonton, Markham, Barrie, Richmond (BC) and Lethbridge. These examples help to inform Vaughan's program including locational strategies, acquisition methods, funding considerations, governance and overall program implementation.

### ***Public Consultation Process***

In November 2015, two information sessions were held – one for the development industry and the second session with the community stakeholders. The key messages conveyed by the development industry involved providing clarity around what is considered public art; mechanisms to achieve public art for community benefits; and ensuring that there are no development process hindrances.

From the community stakeholders' perspectives, the focus of the discussion was on aspirational goals related to public art. Participants spoke about the need of public art to be interactive, inclusive and celebratory of Vaughan's natural heritage and the cultural legacy of the McMichael Canadian Art Collection. They spoke about lending the same weight to public art as we have to sports and recreation.

In February 2016, a public information session was hosted at City Hall, to gather feedback from stakeholders. This time the discussion focused on the key priority areas within each of the communities or intensification areas: Kleinburg/Nashville, Maple, Woodbridge, Thornhill/Centre Street, Vaughan Mills Centre and the Mackenzie Vaughan Healthcare Precinct. Coordinated with the launch of the Inspired Cities Juried Art Exhibition, the more than 70 participants saw first-hand how artists imagined the VMC.

### ***City-Wide Public Art Program – Defining an Authentic Experience in Communities***

The core values of openness and transparency; engagement and collaboration; quality, excellence and responsible stewardship guided staff in the preparation of the Public Art Program. The purpose of the City-Wide Public Art Program is to create a made-in-Vaughan guiding framework for City planning policies that will maximize opportunities for public art. The framework guides development industry contributions to public art, city-led public art investments as well as community-based art installations throughout the City, including its intensification corridors, the downtown and heritage districts.

The study examined the following communities and centres in greater detail: Maple, Woodbridge, Kleinburg, Thornhill/Centre Street, Vaughan Mills Centre, and the Mackenzie Vaughan Hospital Precinct, in addition to the VMC which was a separate study on its own. Within each of these areas, the study examined local focal points, significant natural heritage features, view corridors, gateways, heritage sites, parks and open spaces, public institutions, and key destinations. As each of these features is overlaid spatially, a pattern of potential priority public art locations begins to emerge.

With these priority sites identified, the City has more clarity about where to channel any future public art investments while taking into additional consideration: accessibility/visibility; site capacity; compatibility /enhancement and ownership.

Further, the study developed guidelines for the City-Wide Public Art Program including public art commission and selection methods; art selection process; collections management; funding; community engagement; implementation and administration processes. These guidelines inform staff, development and community stakeholders about the process enabling greater transparency and accountability in making public art investments. Focus is usually given to the commission and acquisition of pieces. However, this exercise also places equal focus on planning for maintenance and conservation of the pieces.

### ***Private Sector Partnerships***

The City's Official Plan 2010, Section 10.1.1.4. k articulates policies that encourage the inclusion of public art in all significant private sector developments. Although public art is not a mandatory requirement, its provision does contribute to an uplift in area property values, increase pedestrian traffic and other economic benefits for the private developer. City staff could advance the provision of public art in the same way that it has started the requirement for transportation demand management (TDM) and sustainability measures – by asking for it – at the earliest planning and development stages. During the Pre-Application Consultation (PAC) meetings, staff will be asking all applicants to consider the provision of public art.

While Section 37 is the most common means to secure public art contributions in development approval, the Planning Act (Minor Variance Section 45[9] and Plans of Subdivision/Severance Section 51[25] and [26]) provide planning staff the tools to achieve public art in development review and approval.

On significant development projects, staff will ask applicants to contribute 1 percent of gross construction costs towards public art. Projects may be deemed significant in regards to prominence, scale, location, destination, potential use, and vicinity to other important sites. Urban Design and Planning Staff determine significant sites in their review of applications and approvals, and the request for public art would be in tandem with this review. The contribution could be directed towards an on-site publicly accessible project or alternatively off-site towards a project of the City's selection. Additionally, applicants may opt to utilize Section 37 of the Planning Act to amend official plans, zoning by-laws or permit minor variances allowing for increases in the height or density of a development which would otherwise be prohibited in exchange for provision of community benefits (which includes public art) by the owner.

In turn, the City would be committed to ensuring that the development process in the case of developments with public art would be as streamlined as possible. If initiated early in the development process, public art should form part of the site plan or draft plan of subdivision submission. City staff could then review its location, accessibility, visibility, and its context in the broader public realm. The acquisition of the work would follow, managed by the Public Art Coordinator, separate from the site plan process.

### ***Funding Considerations – Establishing a Public Art Reserve***

The City-Wide Public Art Program, along with the VMC Culture and Public Art Framework have several economic impacts that are necessary to highlight. The Public Art Program recommends a mechanism that will enable the City to fund the implementation of public art throughout the City based on the Council approved Vaughan Official Plan 2010 policy 10.1.1.4. k. It is proposed that the City establish a public art reserve fund that will capture 1 percent of the value of each capital project related to soft services. Soft services include projects related to park design and construction, City-owned building design and construction and other projects that are not 100 percent Development Charges (DC) funded.

Table 1 below illustrates the amounts per year, as per currently recognized projects, that would contribute to the public art reserve:

**Table 1: 1% Impacts of Currently Recognized Projects**

(\$ millions)	2017	2018	2019	2020	Average
<b>All Projects related to Soft DC Services</b>	53.7	6.1	22.3	26.5	27.1
<b>1% All Projects related to Soft DC Services</b>	0.5	0.1	0.2	0.3	0.3
<b>Average Property Tax Equivalent</b>	0.15%				

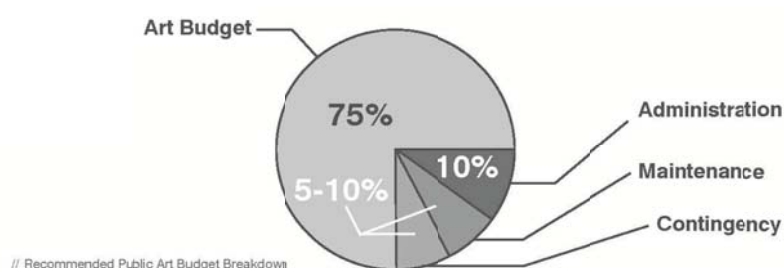


As illustrated in Table 1, the average annual requirement is estimated to be \$0.3 million, which is equivalent to 0.15 per cent of a one percent property tax increase. The allocation of 0.15 per cent of funding from property tax would need to be managed within Council's mandated tax increase of no more than 3 percent, which would require savings or offsets in the City wide budget.

### ***Public Art Maintenance Reserve***

The City of Vaughan will be responsible for the maintenance of any public art that falls under the City's ownership. In order to fund these costs, it is recommended that the City establish a public art maintenance reserve which will be funded through an allocation of 10 percent from each approved capital project for public art. Any newly commissioned artworks or accepted donations will have an accompanying maintenance endowment (placed into the reserve), usually assigned at 10 percent of the project budget. The maintenance endowment is part of the capital cost of the artwork, as shown below.

**Figure 1 – Breakdown of Public Art Budget**



These funds can then be pooled and used as funds are required. It is anticipated that there will also be a small operating impact for each public art installation as annual inspections and cleaning will be required. It should be highlighted that the maintenance of privately owned, publicly accessible art is typically the responsibility of the owner, and would not require resources from the City.

**Table 2: Property Tax Impacts for Maintenance of Currently Recognized Projects**

(\$ millions)	2017	2018	2019	2020	Average
Estimate Public Art Capital	0.50	0.50	0.50	0.50	0.50
10% Maintenance Fund	0.05	0.05	0.05	0.05	0.05
Average Property Tax Equivalent	0.03%				

Table 2 is based on the assumption that capital of approximately \$500K annually is approved, and 10 percent of that amount is related to ongoing maintenance. The funding for this 10 per cent would be from taxation, equating to an average annual requirement of 0.03 per cent of property taxes. The allocation of 0.03 per cent of funding from property tax would need to be managed within Council's mandated tax increase of no more than 3 percent, which would require savings or offsets in the City wide budget.

### ***Impacts should be considered in the context of the overall budget***

In summary, these proposed reserves will be an added pressure to the property tax base and to the Capital from Taxation envelope. The pressure to the property tax base will occur if the funding mechanisms are added to the current budget framework with no offset, which results in a property tax increase of approximately 0.18 percent in 2017.

**Table 3: Overall Tax Impacts for Currently Recognized Projects**

(\$ millions)	2017	2018	2019	2020	Average
<b>1% All Projects related to Soft DC Services</b>	0.54	0.06	0.22	0.27	0.27
<b>Ongoing Maintenance Funding</b>	0.05	0.05	0.05	0.05	0.5
<b>Average Property Tax Equivalent</b>	0.18%				

Any funding requirements that are identified from taxation would need to be prioritized against all City-wide funding requests from taxation. The allocation of funding from property tax would need to be managed within Council's mandated tax increase of no more than 3 percent, which would require savings or offsets in the City wide budget.

Staff will endeavour to review the feasibility of creating two new reserves:

1. Public Art Reserve with funding the equivalent of 1 per cent from each future capital project related to soft services; and
2. Public Art Maintenance Reserve with funding the equivalent of ten per cent from each future capital project related to public art.

A report will be brought back to a future Finance, Administration and Audit Committee meeting during the 2017 budget process to discuss the associated financial implications.

### ***Governance and Program Implementation***

A productive and effective public art program requires an administrative structure that clearly designates the various responsibilities involved in the public art process. The administrative structure proposed in the City-Wide Public Art Program is aligned with the roles and responsibilities outlined in the VMC Culture and Public Art Framework. The structure recognizes the City needs for phased resourcing and provides both an interim and longer term administrative structure.

Staff will be responsible for the administrative, construction and ongoing maintenance processes. Post 2017, staff will be supported by a volunteer Public Art Advisory Committee. Independent public art selection panels will review and make recommendations for public art on a project by project basis. The Design Review Panel (DRP) will serve as an interim Public Art Advisory Committee providing input on site and artist selection processes. Additionally, staff recommends that the DRP also review public art masterplans for precinct plans and development applications on an interim basis.

The City's public art program is expected to grow incrementally. Funding is a cornerstone driver to achieving a robust public art program. It is recommended that the City encourages public art as part of any development application and further, that it also demonstrate corporate leadership in establishing policies for its capital projects. In either instance, a public art reserve fund is required to collect, amass and distribute funds for public art. Similarly a public art maintenance reserve is also required to collect funds for the maintenance and conservation work over the lifespan of the art, and an operating budget line for annual inspections and cleaning.

### ***Bringing Culture and Creating an Identity for the VMC***

The VMC, as the City's new downtown, presents the highest profile area for both cultural initiatives and public art projects. Based on the Market Assessment and Reconnaissance and Strategic Assessment Reports prepared by the City's Development Facilitator: Live Work Learn Play (LWLP), the priority areas within the VMC for early activations are the Mobility Hub and



Edgeley Pond. A number of projects and initiatives are already being implemented within these focus areas.

A community engagement campaign is underway with approximately 40 public events scheduled in 2016 to gather feedback from residents, employers and visitors on what they want from the VMC as their downtown. These include Concerts in the Park, Canada Day, Economic Club and real estate broker events to name but a few. A microsite is being developed to support the marketing of the VMC. Staff is developing Terms of Reference for the design of Edgeley Pond and Park, slated for public release in Q3 2016, and it will include the integration of a significant public art installation. These projects have been initiated within existing and/or approved operating and capital budgets.

In addition to the projects discussed above, the following three quick-wins have been identified as priority items:

1. Signature subway opening day event at the VMC
2. Identity signage and wayfinding tactics
3. Installation of temporary or permanent piece of public art within the heart of the Mobility Hub.

The choice of these projects also coincides with the opening of the subway, investments in infrastructure and the first group of development projects in the VMC. Early activation of the VMC requires that the broader community understands and is supportive of its development. Therefore, installation of signage, wayfinding, and a program of community engagement activities are necessary to begin generating a buzz around the Mobility Hub and the new downtown. An estimated 20,000 or more people will be traversing through the Mobility Hub daily. Although the subway opening is not scheduled until Q4 of 2017, planning for these projects needs to begin immediately.

### ***Subway Opening Program***

The first two priority projects: subway opening day program and identity signage are not covered within any existing capital or operating budget. Nevertheless these initiatives are necessary to psychologically and physically contextualize the VMC as a real and tangible place with a distinct identity, vibrancy and draw, and support the placemaking recommendations brought forward by LWLP to create strategic market differentiation. With subway service starting and the development of the City's first urban square, the Mobility Hub at the VMC is a symbol of the City's coming of age – a metamorphosis from a suburban community to a bustling urban centre. A signature event would allow the residents, employees and visitors to come together to mark the unfolding of the VMC vision, sending a signal to investors that the VMC is real. This program will be developed in close collaboration with the TTC, YRT and SmartReit, as it is intended to launch the new TTC station, YRT Bus Terminal, vivanext services, as well as the new urban square.

### ***Establishing VMC's Physical Context through Wayfinding***

The City's Streetscape and Open Space (SOS) plan calls for enhanced-level streetscapes along the VMC's two major spines: Jane Street and Highway 7. The central axes of these two corridors give rise to four gateway locations or major entrances to the VMC. The SOS Plan recognizes that identity signage and wayfinding elements are critical for pedestrian and vehicular traffic orientation, but also provides opportunities for placemaking. A statement feature at each of the gateways gives context to the VMC signaling a sense of arrival and in its design, the brand for the VMC.

Staff is proposing that in the early stages of the VMC, a gateway sign at the west entrance to the VMC be deemed a priority. Under the Region of York's Municipal Streetscape Partnership Program, partial funding may be available for the development of the gateway sign. The MSPP's

application deadline is in June 2017, with detailed design concepts submitted in September 2017 for possible funding approvals in the following year.

These projects will have a financial and staffing impact on the City and its partners. Staff will be including these projects in Capital and Operating Budget submissions for 2017 and 2018 for Council approval. The City may seek additional sponsorship funding or services in kind for materials contributing to the installation.

### ***Temporary or Permanent Public Art Installation at the Mobility Hub***

The third quick win is the installation of a temporary or permanent public art project at the Mobility Hub. As the first landmark public art project in the VMC, the scale, quality and importance of this piece cannot be overstated, setting a standard and expectation for public art under the City's new Public Art Program. Funding for a temporary or permanent piece of public art in the Mobility Hub may be in place, subject to finalization of a Section 37 contribution as part of an active development application.

### ***Understanding the Funding Challenge for Culture and Public Art in the VMC***

Although it is difficult to anticipate the full cost implication of all of the recommendations that are included throughout the VMC Culture and Public Art Framework, further evaluation will be required as projects are scoped in more detail. To bring some focus to the issue of funding, an evaluation was made of the quick win projects which are recommended. It was found that the total estimated cost of the eight quick wins is approximately \$856K, excluding the public art feature which will be funded as part of the Edgeley Pond and Park project.

In order to achieve three priority quick wins, staff will continue to evaluate their current financial position and establish a plan which would leverage funding from the various sources identified and existing funding will be strategically allocated to make the most of the City's available resources. As part of this process, partnership funding, grant opportunities and sponsorships will be explored. After the detailed costing and work plans have been established, staff will bring this forward to Council for consideration as part of the 2017 capital budget deliberations.

As a strategy throughout the study, staff has aligned both quick win (to 2017/2018) and short term (2021) projects identified in the VMC Culture and Public Art Framework with existing budgets where available in recognition of the fiscal challenges that the City faces. A number of the projects identified are already underway through the use of existing funding and partnerships and will not result in additional costs.

### ***The private sector will play a significant role in achieving the vision for public art***

In addition to cultural activations, the VMC Culture and Public Art Framework outlines key locations for future public art implementation in the new downtown based on a short term (2021) and long term (2031) projection (Attachment 3). Analysis was completed to establish a high level cost estimate for the additional key public art locations, which could be placed on either public or publicly accessible private lands. These estimates were established using the recommended public art budget breakdown as illustrated in Figure 1. In the short term to 2021, six sites within the VMC were identified for public art or cultural initiatives at an estimated total cost of between \$2.35 and \$2.85 million. In the medium term to 2031, there were an additional seven sites identified with an estimated total cost of between \$3.4 and \$3.9 million. Therefore the total program is estimated at \$5.75 and \$6.74 million.

It must be understood that these projects will only be undertaken as grants, funding or development opportunities present themselves to offset these costs. Furthermore, it is anticipated that the majority of the works will be undertaken by the private sector as it provides an opportunity to increase the profile of their developments which in turn attracts new residents and businesses. As is the practice in many other Canadian municipalities, the City will be encouraging the inclusion of public art in all significant private sector developments to match the City's 1



percent for public art contribution. It is the hope that many of the key public art locations are fulfilled through this avenue as development proceeds over time.

### ***Piloting Community-Based Public Art***

The Public Art Program embraces and encourages public art from all the various stakeholders, be it developer or City-initiated or community driven. The fundamental core value of engagement and collaboration is rooted in a desire for community engagement in public art from conception, to execution and enjoyment stages. In 2015, Council and staff received several informal expressions of interest from residents and artists seeking opportunities to install public art within the City. Upon the adoption of City-Wide Public Art Program, staff will be following up with stakeholders to explore their proposals for community initiated public art, using this opportunity to test the public art acquisition process.

The adoption of a City-Wide Public Art Program should be supported by community engagement efforts. Strategies may include working with schools, arts organizations, community groups and institutions such as the McMichael Canadian Art Collection to develop and deliver educational events, workshops, lectures, public art tours and mentorships to drive the broader goal of developing a creative culture across the City.

### **Relationship to Term of Council Service Excellence Strategy Map (2014-2018)**

This report is consistent with the priorities set out on the Term of Council Service Excellence Strategy Map: facilitate the development of the VMC and support and promote arts, culture, heritage and sports in the community.

### **Regional Implications**

Copies of this report will be provided to the Region of York, York Region Transit and other agencies to inform their related policies and future investments in infrastructure.

### **Conclusion**

“The VMC needs to demonstrate commitment to achieving its vision – delivering projects that create ‘place’ and drive value across development typologies”: Live Work Learn Play.

It will be critical for the City leaders to make public art and culture a priority in order to achieve the vision for the City. Furthermore, it is important to recognize that developing and implementing public art and culture programs in Vaughan is a vital step in the transformation of the city from a suburban municipality to an urban centre and as such, the private sector will be expected to make significant contributions towards achieving this vision whether it be through privately owned and publicly accessible art on development sites, or through contributions made directly to the City. Establishing clear and effective public art policies and practices will help to enable those partnerships.

### **Attachments**

1. Vaughan Metropolitan Centre Culture and Public Art Framework – [link here](#)
2. City-Wide Public Art Program – [link here](#)
3. Key Locations for Public Art

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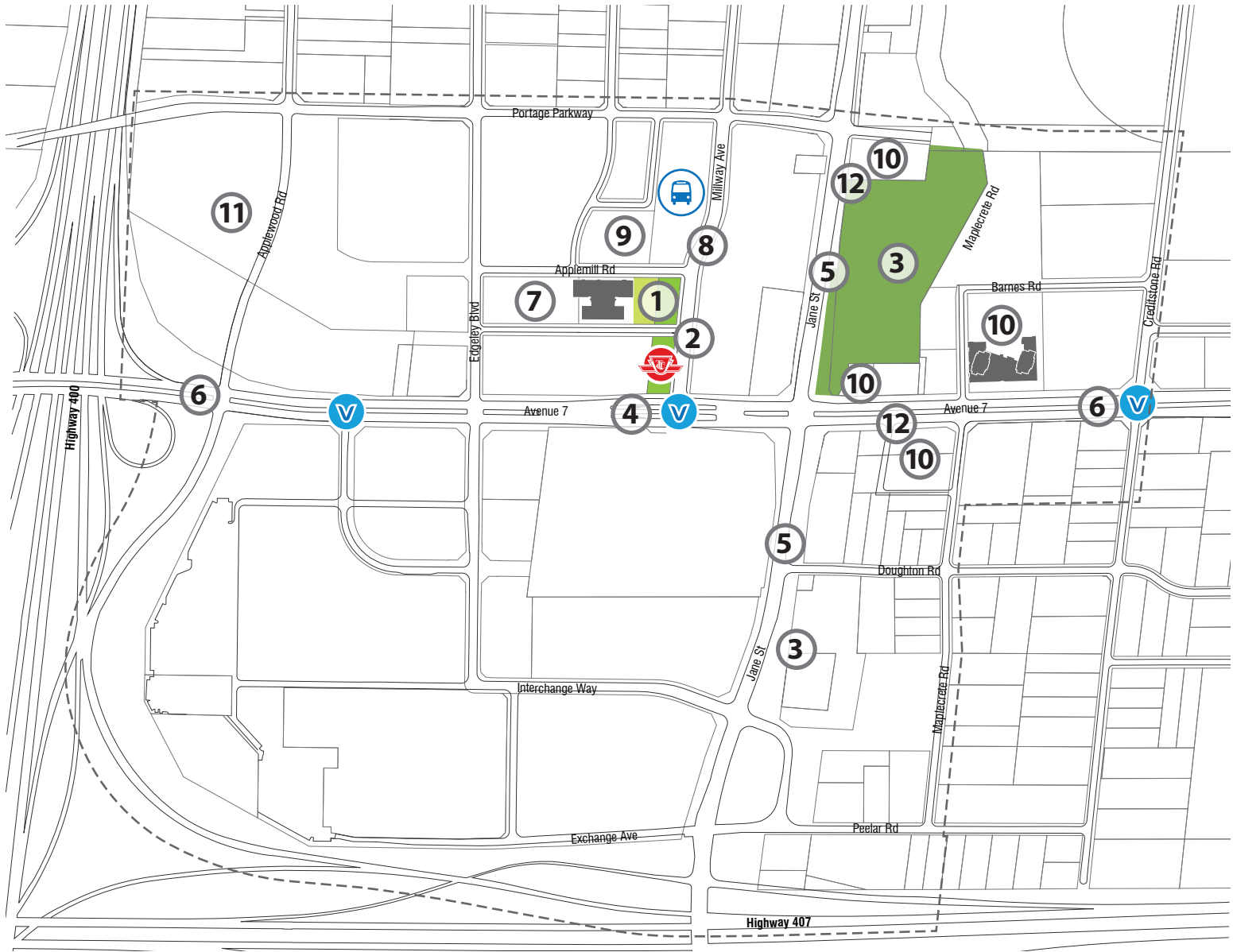
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**2021**



MAP IS ILLUSTRATIVE ONLY

- |                                   |  |
|-----------------------------------|--|
| <b>1</b> Transit Square/TTC Plaza | <b>7</b> Central Park  |
| <b>2</b> Subway Arrival Plaza     | <b>8</b> Millway Avenue Promenade                                |
| <b>3</b> Edgeley Pond/Black Creek | <b>9</b> Community Centre Public Art                             |
| <b>4</b> Avenue 7 Boulevard       | <b>10</b> Private Development Applications<br>(known as of 2015) |
| <b>5</b> Jane Street Green Spine  | <b>11</b> Cultural Facility                                      |
| <b>6</b> Gateways                 | <b>12</b> Temporary Installations                                |

// Key locations for Public Art in 2021