

COMMITTEE OF THE WHOLE – JUNE 15, 2010

CULTURE BACKGROUND STUDIES: CREATIVE TOGETHER CULTURAL PLAN, CULTURAL HERITAGE, CULTURAL HERITAGE LANDSCAPES, ARCHAEOLOGY AND PUBLIC ART STUDIES

Recommendation

The Commissioner of Community Services, in consultation with the Director of Recreation and Culture, the Director of Policy Planning & Urban Design, the Director of Development Planning, the Director of Economic Development, the Director of Corporate Communications, the Director of Reserves and Investments, and the Director of Budgeting and Financial Planning recommends:

- 1) That the Creative Together Cultural Plan, Cultural Heritage, Cultural Heritage Landscape, Archaeology and Public Art studies, be approved in principle; and,
- 2) That staff implement key action items identified in the Creative Together Cultural Plan and request any associated additional resources through the established budget process; and,
- 3) That staff implement the definitions, procedures and resource mapping identified in the Cultural Heritage, Cultural Heritage Landscapes, and Archaeology studies.

Contribution to Sustainability

This report is consistent with the priorities previously set by Council in the Green Directions, Vaughan, Community Sustainability Environmental Master Plan,

- 4.1 To foster a city with strong social cohesion, an engaging arts scene, and a clear sense of culture and its heritage.

Economic Impact

There are a number of action items related to the identified cultural studies, in particular, the Creative Together Cultural Plan, that will impact on future capital and operating budgets. For example, additional resources, the development of a festivals and events funding strategy, a cultural investment fund for heritage, arts and culture, and funding for a public art study. Within the attached Creative Together Cultural Plan is a table on page 23 identifying strategies and actions, timelines and estimated financial implications. Based on current costs and best practices, the estimated financial impact is in the range of \$ 0.5m to \$1.1m mostly impacting 2011 to 2013. Moving forward, actions requiring future funding will be submitted by the lead department for consideration during the annual budget process.

Communications Plan

The communication process for the cultural background studies involved the participation in the public engagement process of the new City Official Plan (OP), the Public Open Houses associated with the OP and presentations to the Official Plan Advisory Committee. Public input for the Cultural Plan specifically also involved a public meeting in December 2009, an online survey and stakeholder interviews. The approval of the studies will be promoted to community stakeholders, citizens, community groups and posted on the City/Vaughan Tomorrow website.

Purpose

The purpose of the report is to have Council review the identified studies and consider their approval.

Background - Analysis and Options

A series of background studies were prepared as part of the new Vaughan Official Plan process that focused on a number of specialized areas, specifically cultural (built) heritage, archaeology, cultural heritage landscapes, public art and cultural planning. The draft studies provided input into the new official plan policies as it relates to these specialized areas. These studies support the policies included in the draft Vaughan Official Plan in particular, Chapter 5: Economy; Chapter 6: Cultural Heritage; Chapter 9: Building A Great City (Public Art).

All draft studies were presented at the Official Plan Review Committee (OPRC) on March 12, 2010 and were received by the Committee and recommended to be forwarded to a Committee of the Whole meeting for approval.

Cultural Heritage Resources Background Study

Unterman, McPhail Associates in association with *Wayne Morgan, Heritage Planning Consultant*, were retained to prepare the cultural heritage resource and public art policies for input into the City's new official plan. The background study developed draft policies that provide the following policy framework:

- Recognition of the importance of conserving heritage resources.
- The identification of types of heritage resources in Vaughan.
- Support of Council's powers under the *Ontario Heritage Act* and the Provincial Policy Statement (2005) under the *Ontario Planning Act*.
- Integration of heritage conservation as part of the City's planning process.
- Reinforcement of heritage conservation district designations.
- Provisions for opportunities to conserve cultural heritage character areas.
- Definitions of good heritage conservation practices, including establishing minimum property standards for heritage structures.
- Recommendations that the City pursue public awareness and funding opportunities for the community's heritage resources.
- Positioning of the City as a good steward of heritage resources in its ownership.

Public Art

- Encourages the provision of public art in accessible, public places.
- Recommends establishing a City public art policy.
- Recommends a management plan for public art.
- Recommends a funding program for public art from private development equivalent to 1% of the value of gross construction costs.

Archaeology and First Nations Study

Archeological Services Incorporated (ASI), was retained to prepare an archaeological resource, First Nations background study and draft official plan policies for archaeological and First Nations' matters. The study provides the following:

- The identification and mapping of registered and unregistered (with Ministry of Culture) archaeological sites within Vaughan and an overview of the area's settlement history relating to archaeological resources.

- The development of an archaeological site potential model based on known site locations, past and present land uses, and environmental and historical data.
- A review of the current federal, provincial and municipal planning and management guidelines for archaeological resources, as well as the identification of a new recommended management strategy for known and potential archaeological resources within the City.
- Recommendations of policies for the new Official Plan that incorporate current best-practices and adherence to Ministry of Culture requirements for municipal archaeological resource assessment and management.

Cultural Heritage Landscape Study

Archaeological Services Incorporated (ASI) in collaboration with *Unterman, McPhail Associates* and *AECOM* were retained to develop a preliminary cultural heritage landscape inventory and associated policies.

In 2005, Ontario's Provincial Policy Statement required municipalities to conserve significant cultural heritage landscapes. Cultural heritage landscapes are defined as a geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves a grouping of individual heritage features such as structures, spaces, archaeological sites and natural elements, which together form significant types of heritage form, distinctive from that of its constituent elements or parts. This may include villages, parks, garden, mainstreets cemeteries and industrial complexes. The background study provides the following:

- Historic land-use themes significant in the City of Vaughan, traces of which may still be extant.
- Cultural heritage landscapes typologies relevant for application in the City of Vaughan
- Compilation of a preliminary cultural heritage landscape inventory, consisting of a range of cultural heritage landscape types.
- Mapping of potential cultural heritage landscapes.
- Demonstration of a framework for analyzing cultural heritage landscapes through a case study analysis.
- Overview of relevant cultural heritage landscape policies and practice used in other jurisdictions.
- Proposed cultural heritage landscape policies for inclusion into the City of Vaughan's new Official Plan.

Creative Together Cultural Plan

As a result of a Vaughan Vision 20/20 strategic initiative and recommendations from the Active Together Master Plan, the City initiated the *Creative Together Cultural Map and Plan* project in January 2009. The purpose of the study was to establish an overall vision and actions to guide cultural development in Vaughan. The City received a matching grant from the Federal government to help pay for the Cultural Map that was developed as part of the study. The consultants hired to undertake the study was *AuthentiCity*. A Cultural Plan Committee, made up of Council members, City Staff and community stakeholders helped oversee the study and provided feedback throughout the process. It should also be noted that there are a number of key action items in the Cultural Plan that impact a number of City departments: Economic Development, Policy and Development Planning, Corporate Communications and Vaughan Public Libraries. These action items have been vetted by all noted departments for their review and approval.

Vaughan joins leading municipalities in Ontario and across Canada in developing municipal cultural plans as a tool to support integrated planning and economic development. In Ontario, municipalities are using municipal cultural planning tools and approaches to leverage cultural assets to support economic and broader community development objectives.

Municipal cultural planning has been a priority for the Province of Ontario for a number of years and led to the creation of Municipal Cultural Planning Incorporated (MCPI). MCPI is a broad coalition of seven provincial ministries, provincial government agencies, municipalities, cultural service organizations, post-secondary institutions and others dedicated to advancing municipal cultural planning across the province. Municipal cultural planning is a holistic, place-based approach to cultural development defined as follows:

A municipally-led process for identifying and leveraging a community's cultural resources and integrating culture across all facets of planning and decision-making.

Municipal cultural planning is built on two principles:

1. *Cultural mapping* – a systematic approach to identifying and recording a community's tangible and intangible cultural assets;
2. *Adopting a cultural lens* – bringing cultural considerations into all aspects of municipal planning and decision making.

In the new vision of municipal cultural planning, old expectations do not disappear but are understood in a larger context of city-building and integrating culture across all facets of municipal planning.

As it relates to the new Vaughan Official Plan, the draft study recommended a number of key concepts that have been incorporated in the "Economy" and "Urban Design" section of the Official Plan. The overarching three themes of the study focuses on *Creative Economy*, *Creative Capacity* and *Creative Spaces*. These three themes are implemented in the Plan's action items as follows:

- Creative Economy – Creativity and culture are increasingly understood as cornerstones of local economies with major contributions to make in building a diversified and prosperous economy in Vaughan. Actions in this area are aimed at expanding Vaughan's creative cultural industries, growing festivals and cultural tourism, and leveraging Vaughan's creative and cultural assets.
- Creative Capacity – Artists and creators are at the heart of the creative economy. Strengthening the cultural sector in Vaughan requires collaboration across many groups and disciplines. Actions in this Strategy focus on strengthening partnerships, developing a strategic vision for new facilities and investment, expanding awareness and developing creative capacity.
- Creative Places – Creativity and culture play a powerful role in enhancing the quality of place needed to attract people and investment. Culture contributes to place-making agendas aimed at building beautiful, memorable places and an enhanced public realm. Actions in this area are aimed at adopting a 'whole systems' approach to cultural facility planning, leveraging land use tools to support cultural development, strengthening neighbourhood level cultural clusters and creating culturally rich public spaces across Vaughan.

A summary of the main action items detailed in the plan are as follows:

Creative Economy- Strengthen and diversify Vaughan's economy by leveraging its creative and cultural assets.

- Action: 1.1: Build on current strengths in the creative cultural industries to support growth in the sector.
- Action 1.2: Promote and market the City of Vaughan as a cultural tourism destination with unique cultural experiences and amenities.
- Action 1.3: Strengthen existing and support the development of new festivals and events in Vaughan by developing a cultural festival and events strategy.
- Action 1.4: Undertake a place-branding strategy that leverages Vaughan's unique cultural assets to articulate a unique and compelling identity for the City.

Creative Capacity – Support the development of a healthy and sustainable cultural sector in Vaughan.

- Action 2.1: Develop a Vaughan investment strategy and incentives for cultural development.
- Action 2.2: Facilitate networking and leadership development to strengthen capacity and organizational sustainability across Vaughan's cultural sector.
- Action 2.3: Strengthen promotion and marketing of Vaughan's rich cultural and heritage resources through communications and engagement strategies.
- Action 2.4: Pursue opportunities for increased programming initiatives in community centres, civic spaces and with community partners.

Creative Places – Create memorable cultural spaces and places across the community to strengthen quality of place.

- Action 3.1: Embrace an integrated systems vision for cultural facility development.
- Action 3.2: Leverage land use policies to support the growth of cultural clusters and cultural hubs.
- Action 3.3: Develop existing and potential creative clusters and cultural centres in neighborhoods and civic spaces.
- Action 3.4: Build culturally rich public spaces across Vaughan through a commitment to strong urban design, investment in public art and place-making.

The Cultural Plan identifies that Vaughan has cultural facilities and programs of which it can be proud of; however, its current level of investment relative to other municipalities remains limited. Comparative research on a range of other municipalities is set out in Appendix A of the Plan. The levels of municipal staff support for cultural planning and cultural service delivery compared to other municipalities also points to the need for increased investment. There is tremendous opportunity to address these shortcomings as the City moves forward to implement the Cultural Plan.

The Cultural Plan has an overall ten year implementation approach for its actions items, some requiring funding to move forward and led by a number of Departments. Action items requiring additional resources will be submitted for consideration through the annual budget process. Some of these future initiatives include staff resources, the development of a festivals and events funding and a cultural investment fund for heritage, arts and culture, and funding for a public art study.

Relationship to Vaughan Vision 2020/Strategic Plan

In consideration of the strategic priorities related to Vaughan Vision 2020, the report will provide:

- STRATEGIC GOAL:
Service Excellence - Providing service excellence to citizens.
- STRATEGIC OBJECTIVES:
Preserve our heritage and support diversity, arts and culture.

This report is consistent with the priorities previously set by Council, however, the necessary resources to implement all the recommended action items have not been allocated and approved.

Regional Implications

There are no regional implications

Conclusion

The approval of the cultural studies will help implement strong cultural heritage, archaeology and cultural heritage landscape policies and assist in the preservation of these resources within the municipality. The Cultural Plan will also help build the capacity of culture within the municipality and a stronger future for the arts, culture, cultural tourism and heritage.

Attachments

1. Creative Together Cultural Plan, Cultural Built Heritage, Public Art, Cultural Heritage Landscape and Archaeology Studies (Council Only). All Studies can be found on the Vaughan Tomorrow Website: www.vaughantomorrow.ca.

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Respectfully submitted,

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