

# Creating Public Value: Exemplar Learnings

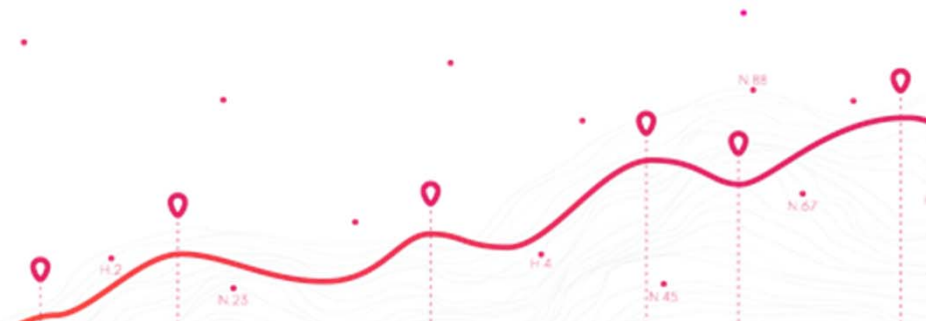
City of Vaughan Cultural Arts Centre

May 31, 2022



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# Agenda

- Context
- Research framework
- Exemplars
- Observations
- Next steps

# Goals

- Demonstrate continuity of key themes from Phase I of the cultural arts centre study
- Seek Council endorsement of proposed next steps
  - *“Hub and spoke” model*
  - *Approach to VMC activations in summer 2022 forward*



# The Context

## What we know...

Despite pandemic impacts, Vaughan's development continues to set the standard

### VAUGHAN NEWS

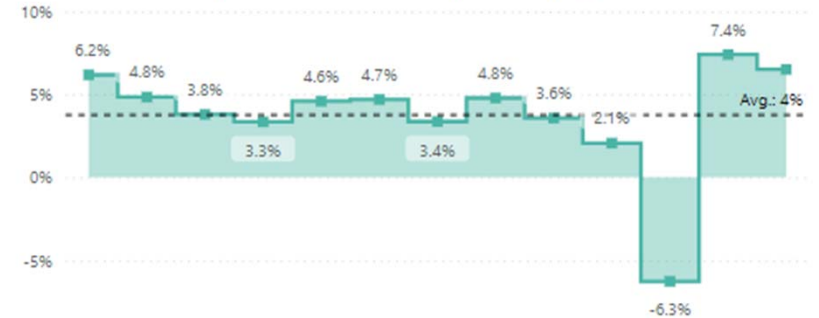
#### A new state-of-the-art library and recreation space is opening in Vaughan's downtown core

*Explore the David Braley Vaughan Metropolitan Centre of Community on April 25*

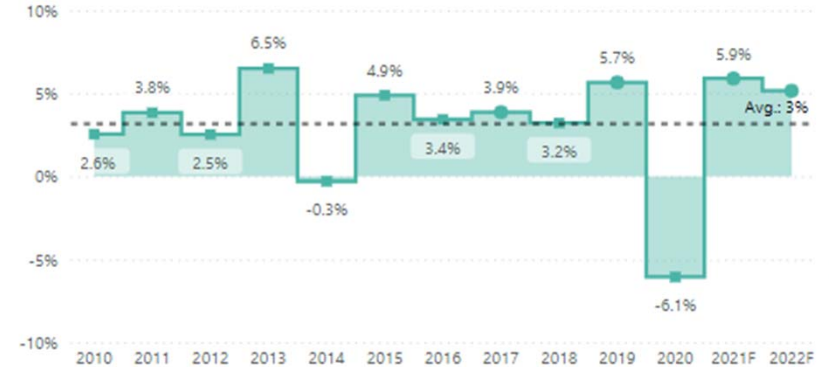
Vaughan's emerging downtown core – the Vaughan Metropolitan Centre (VMC) – is home to Vaughan's first university, first subway station and, now, a new state-of-the-art recreation facility and library. On Monday, April 25, the City of Vaughan, Vaughan Public Libraries (VPL) and the YMCA will open the doors to the new David Braley Vaughan Metropolitan Centre of Community – and you're invited to check it out!



Real GDP Growth (chained in 2007 CAD) in 2020, by Year



Total Employment Growth in 2020, by Year



## Steady population growth parallels capital development

Robust residential development is complemented by the creation of the hospital and commercial space

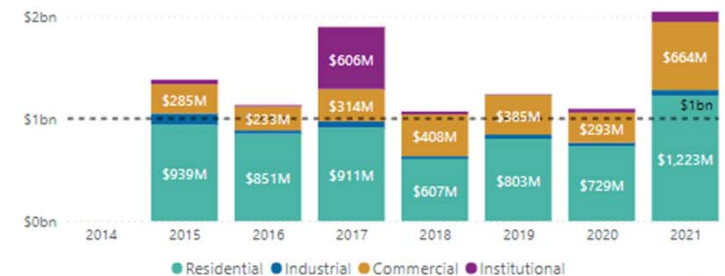
Annual Population Estimate (2019), by Year and Year-Over-Year Growth



Vaughan has welcomed  
~36,000 residents since 2010.

Nearly \$10 billion in construction  
investments since 2015, over  
\$30,000 per resident.

Total Value of Building Permits Issued in Vaughan, by Year and Sector





# A sizeable immigrant population

How do new communities seek out culture?

Total Population in 2015      Immigrant Pop. in 2015

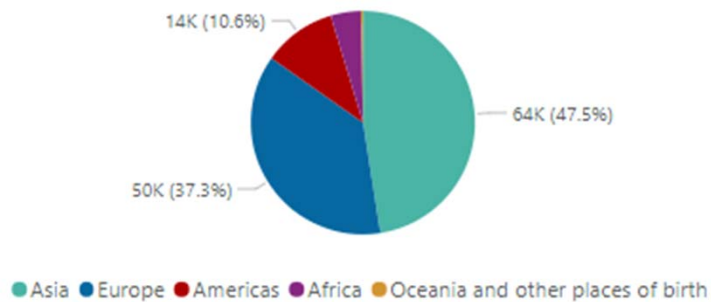
306.3K

Vaughan

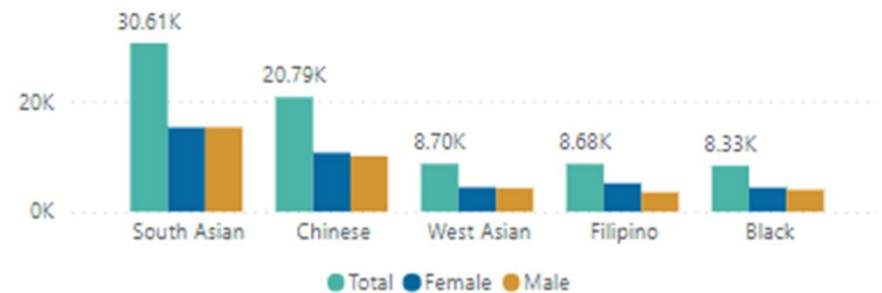
140.7K

Vaughan

Immigrant Population in 2015, by Selected Places of Birth



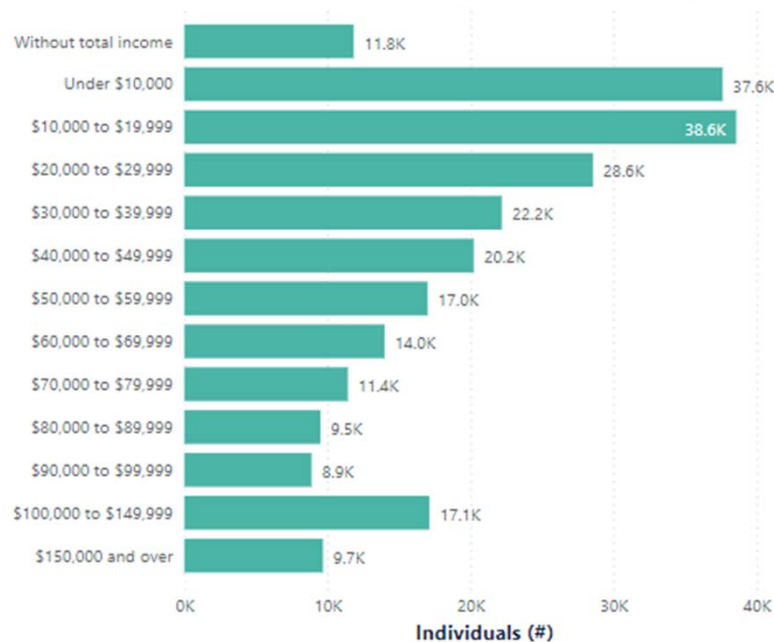
Population Distribution in 2015, by Top 5 Visible Minorities



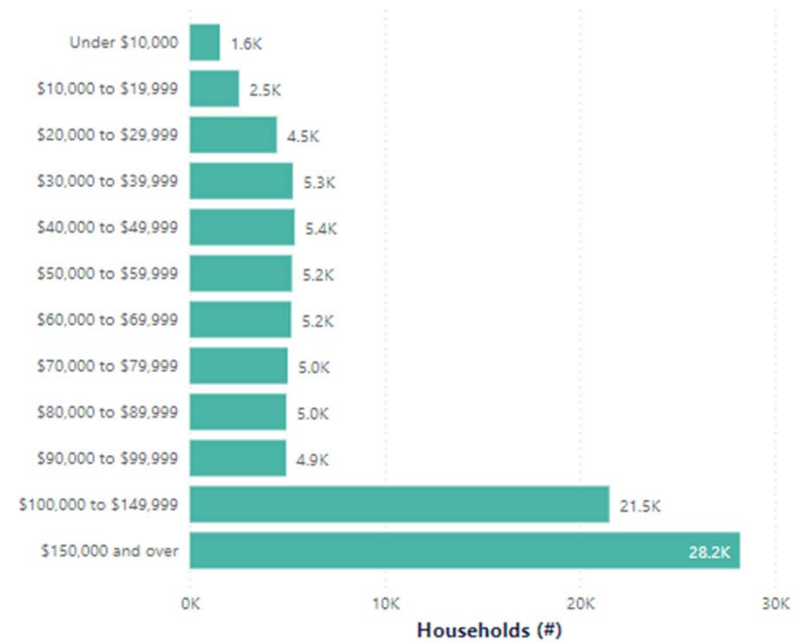
## High household incomes suggest a growing, affluent population

A subset of high earning households may be key to robust arts and cultural participation

Individual Income Distribution in 2015, by Income Level (CAD)



Household Income Distribution in 2015, by Income Level (CAD)





# Planning initiatives consistently seek to engage art and culture

An asset-based approach has prioritized capital investment, with presumed positive outcomes in public engagement, community cohesion, and economic results

2009

## **York Region Official Plan**

Concentrate “residential, employment, live work, mobility, investment, and cultural and government functions;” Explicit calls for public art policies.

## **Green Directions Vaughan**

enhance social cohesion through common spaces, including public art and central hubs for arts, culture, and recreation.

2012 (reiterated in 2017)

## **VMC Secondary Plan**

Vision and mandate for culture in VMC, with focus on facilities (including a Cultural Arts Centre) and public art.

2018-2019

## **Phase I – Feasibility Study for Performing and Cultural Arts Centre in the VMC**

Recommendations included 4 approaches to development and further policy development.

Next/Ongoing

*Economic and Cultural Development Strategic Business Plan 2020-2023  
Vaughan Official Plan Update  
VMC Secondary Plan Update*

2010

## **Vaughan Official Plan**

Recognize VMC as cultural and creative hub for the City, requiring implementation of **VMC Culture & Public Art Framework**.

## **Vaughan Economic Development Strategy: Building a Gateway to Tomorrow's Economy**

Strategies include investment in creative economy, incubate entrepreneurial and economic activity.

2015

## **VMC Culture & Public Art Framework**

Give direction to create public and private spaces for cultural activation in the VMC, and invest in cultural facilities as ‘anchors’ for creative and cultural development.

2022—

## **Phase II – Feasibility Study for Performing and Cultural Arts Centre in the VMC**

Underway. Emerging recommendations include a ‘hub and spoke’ model with priority on policy development and formalized, long-term private sector partnership.

# Land ownership in the VMC

A busy site, the VMC will be in active development for years to come, with rapid growth in residential and daytime population



**Plan of built, under construction, approved and/or under review development applications in the Vaughan Metropolitan Centre.**

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# There is a lot happening

At every scale and across the field, change is happening fast

**The pandemic** has upended expectations globally and across industries

**Demographic change** is reshaping everything

**Reconciliation and social justice** are at the forefront and will be enduring priorities

## Government introduces Canada Emergency Response Benefit to help workers and businesses

From: [Department of Finance Canada](#)

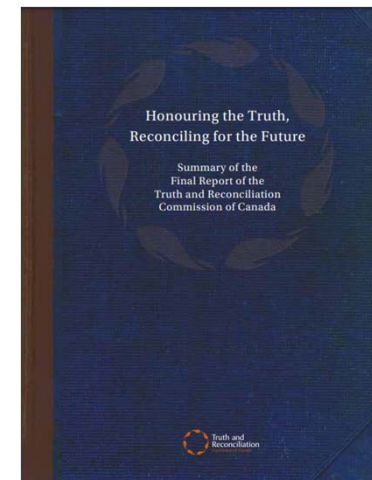
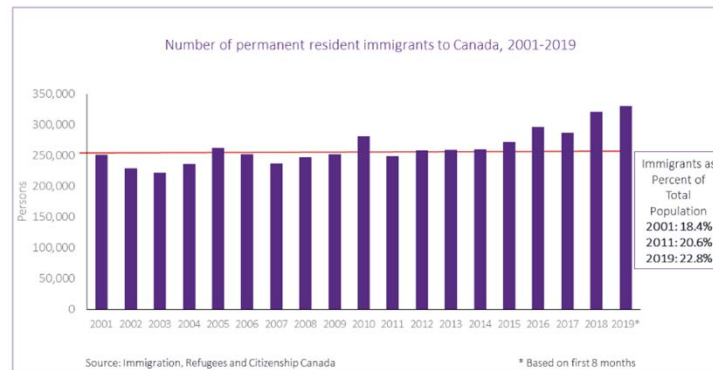
### News release

March 25, 2020 - Ottawa, Ontario - Department of Finance Canada

The Government of Canada continues to take action to help Canadians and businesses facing hardship as a result of the COVID-19 outbreak. Learn more about the latest measures at [Canada's COVID-19 Economic Response Plan](#).

The Government of Canada is taking strong, immediate and effective action to protect Canadians and the economy from the impacts of the global COVID-19 pandemic. No Canadian should have to choose between protecting their health, putting food on the table, paying for their medication or caring for a family member.

To support workers and help businesses keep their employees, the government has proposed legislation to establish the



# What has changed?

Even with continuity of *intent*, the external circumstances are very different than in 2019

How we use <i>space</i> ...	How we <i>lead</i> ...	How we <i>consume</i> ...
<i>Public assembly constrains reduced attendance by over 50%, even accounting for conversion to digital delivery.</i>	<i>Professional leadership within the CoV has refined the focus on culture as a tool <u>and</u> a set of outcomes.</i>	<i>Consumer spending shifted during shutdowns. Retail, entertainment, travel, and hospitality sectors have only nascent understanding of the path forward.</i>
Vaughan Studios and Event Space opening was delayed to April 2022.	<b>Private sector-led activations</b> have become more prominent. A new approach to unifying VMC-based activations is underway – <i>Experience!VMC</i> .	According to an April 2022 study by Numerator, <b>nearly half of Canadian consumers</b> remain uncomfortable attending a concert or show.*  Even as the apparent severity of COVID subsides, fears of a new variant drive rapid and significant constraints on consumer choices, especially in leisure and travel.

Source: Numerator, <https://www.numerator.ca/coronavirus-consumer-sentiment/>



Alignment with  
Phase I study  
findings



# Phase 1 included 20 stakeholder interviews

## Background Review: Interviews

### Completed

- Sunny Bains, Director, Recreation Services, City of Vaughan
- Pat Di Rauso, Chief Executive Officer, Arcadia Academy of Music/Arcadia Music Group
- Maurizio Di Rauso, CEO Arcadia Music Group/Arcadia Academy of Music
- Sharon Gaum-Kuchar, Senior Art Curator and Planner, City of Vaughan
- Antonio Ienco, Co-Founder, Vaughan International Film Festival
- Rob McLaughlin, Music Director, Arcadia Academy of Music
- Katie Maginn, Manager, Municipal Partnerships, City of Vaughan
- Mark Pagliaroli, Co-Founder, Vaughan International Film Festival
- Sandra Quiteria, Field Manager - York, Central Counties Tourism

- Mirella Tersigni, Creative + Cultural Officer, City Wide, City of Vaughan
- Samantha Wainberg, Executive Director, York Regional Arts Council

### Scheduled

- Mayor Maurizio Bevilacqua, City of Vaughan
- Sandra Yeung Racco, Councillor, Ward 4, City of Vaughan
- Tony Carrella, Councillor, Ward 2, City of Vaughan
- Tim Simmonds, Interim City Manager, City of Vaughan
- P. Bustani, J. Kaiser and M. Simone, SmartCentres

A **diverse segment** of City decision-makers, landowners, and arts and culture leaders with strong ties to Vaughan.

*Elected leaders*

*CoV Economic Development & Culture team*

*Tourism*

*Creative business leaders in Vaughan*



## Phase 1 included 20 stakeholder interviews

### Key stakeholders describe priorities and constraints – the basis for the core vision

#### Priorities

- Key stakeholders are interested in a 'hub' that hosts a variety of activities
- Integrated pre-professional and high caliber training is of interest
- A place to go (destination) and a place to stay (community)
- Public access to space, programs, decision-making
- Align with and accommodate rapid growth

#### Constraints

- Net positive financial results are expected to fund operations
- The operator must be nimble with programming and able to collaborate with City agencies
- A venue with capacity to host major events and performances, right-sized for the market's needs
- Program content for audiences diverse in age, local tenure, and cultural affinities

(Source: Interviews)

Much of the Phase I **feedback continues to resonate**, even with the many expected and unexpected changes of the past 3 years.

- A 'hub'
- Both an attractive destination and a 'complete community'
- Cultural commitments that can grow with/in the VMC
- Diverse, authentic program content for a diverse local base

## Phase 1 definition of 'success' remains accurate, even in times of significant change.

### Active Together Master Plan and VMC Culture & Public Art Framework



A **flexible hub...**

engaged with the **private sector...**  
and **operated by an independent agency...**

the cultural centre showcases **high-quality, unique content...**

and **features 'preferred' local content providers.**

## VISION

### Phase 1 goals and principles align with our emerging Phase 2 understanding.

*The VMC cultural centre goals are to...*

- **Vision:** Gather people to a creative hub
- **Programming:** Offer a mix of high-quality local and more distant content
- **Partnerships and users:** Select local partners and market-rate users
- **Design:** Appeal to many users with a quality, flexible space/set of spaces
- **Capital funding:** Secure funding through public-private collaboration
- **Operating finances:** Engage public and private subsidy, with earned revenue offsetting program costs
- **Governance:** Not-for-profit (existing or new entity)

*Aligned with these principles...*

Economic  
Development

Creative Industry  
Growth

Downtown Vitality

*...Achieving these impacts*

Activate  
Inspire  
Collaborate  
Educate  
Innovate

# Phase I final recommendations

## Recommendations

*Policy couches economic, stakeholder, and design decision*

*Implementation will flow from policy and the work to date*

### FINANCIAL MODEL

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- **A private (nonprofit) operator** will need predictable relationships with the developer and City
- **Subsidy** will be needed to offset operating requirements
- **Collaboration with prospective anchor tenants** and other stakeholders will be key to driving the level and quality of programming envisioned
- **Early programming**, akin to Daniels Spectrum's pre-building initiatives, will develop an audience and (potential) donor base
- The **policy context** will impact...
  - Amount of subsidy needed
  - Nature and breadth of partnerships
  - Early engagement opportunities



Phase I findings shone a light on the need for a policy to couch City investment, partnership priorities, and the nature of programming and public engagement.

## In Phase II, we heard a clear message from 18 additional stakeholders

How can (or should) Vaughan define and advance its cultural agenda?

### *Key informants*

- TVC Board members
- Major landowners and developers
- Program providers
- City staff
- Area educators

#### ***Phase I study alignment is strong....***

- A 'hub'
- Both an attractive destination and a 'complete community'
- Cultural commitments that can grow with/in the VMC
- Diverse, authentic program content for a diverse local base

#### ***Phase II drives at specificity in the path forward.***

- Planning initiatives that reference culture are extensive, but tangible outcomes have only nascent definition.
- Aspirations to a vibrant cultural centre in the VMC are shared, but resources to enable long-term growth of the creative ecosystem are modest or shift frequently.
- Significant interest in enhanced specificity regarding the City's goals and investment.

## Phase 1 priorities align with stakeholders' objectives in Phase 2

Economic  
Development

Creative Industry  
Growth

Downtown Vitality

**Activate**  
**Inspire**  
**Collaborate**  
**Educate**  
**Innovate**

Culture in Vaughan will be **ambitious**.

*Executed at scale, prioritizing innovative ways of making and sharing creative experiences and content.*

Culture in Vaughan will be **authentic**.

*Derived from Vaughan's diverse communities, new and established.*

Culture in Vaughan will be **transformative**.

*Investments in culture will drive broad impacts on the connectedness and vitality of Vaughan's residents and businesses.*

Culture in Vaughan will be **purpose-driven**.

*Strong leadership and policy alignment will inform desired impacts and outcomes.*



## Key takeaways

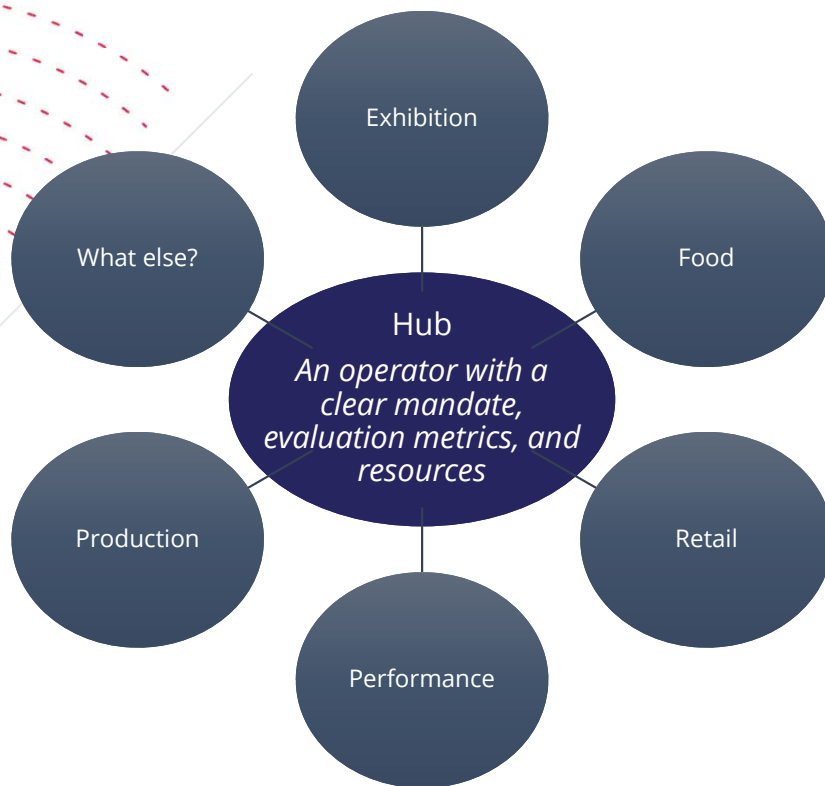
- The City and VMC landowners have committed to extensive study and activations
- Phase II findings to date reinforce the outcomes and desired impacts of Phase I study
- *Nevertheless*, changes in the environment suggest a shift in the precise approach from a 'singular centre of culture' to a 'hub and spokes' model
  - The hub is a venue/facility operated by a specific entity. Spokes are independently operated venues/facilities.
  - The unifying factor is the overarching curatorial vision, guided by an up-to-date inventory of offerings and a resource base.



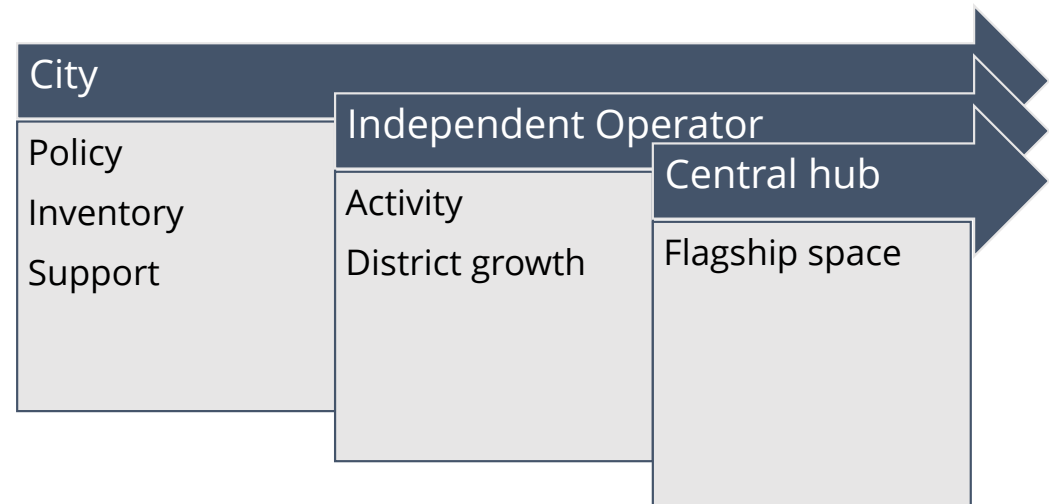
# The Opportunity

## A 'hub and spokes' model would leverage Vaughan's assets

**In Phase I,** it was believed that a designated operator would be charged with advancing Vaughan's arts and culture agenda, activating independent 'spokes' from a central 'hub.'



**Today,** the thinking has evolved. Spokes would be developed through a policy that encourages organic growth, leading to a large-scale investment in a physical 'hub' that drives a coherent arts and culture agenda.



## How do the Phase II findings to date link to the VMC Culture and Public Art Framework?

OBJECTIVE 1- Enable Art and Cultural Investments with Supportive Municipal Policy Structures

OBJECTIVE 2- Establish Rich Cultural Resources

OBJECTIVE 3 -Leverage Creativity and Culture to Attract and Retain People as Key Drivers of Innovation and Economic Growth

OBJECTIVE 5 -Animate the Urban Environment with a Variety of Cultural Programs and Activities

OBJECTIVE 7- Implement a Recognizable Cultural Identity for the VMC that Communicates an Innovative, Transformative and Authentic Experience

R1. Invest in major cultural facility(ies) as anchors for creative and cultural developments in the VMC.

R2. Integrate cultural resources and assets into new investment and development (both public and private) within the VMC.

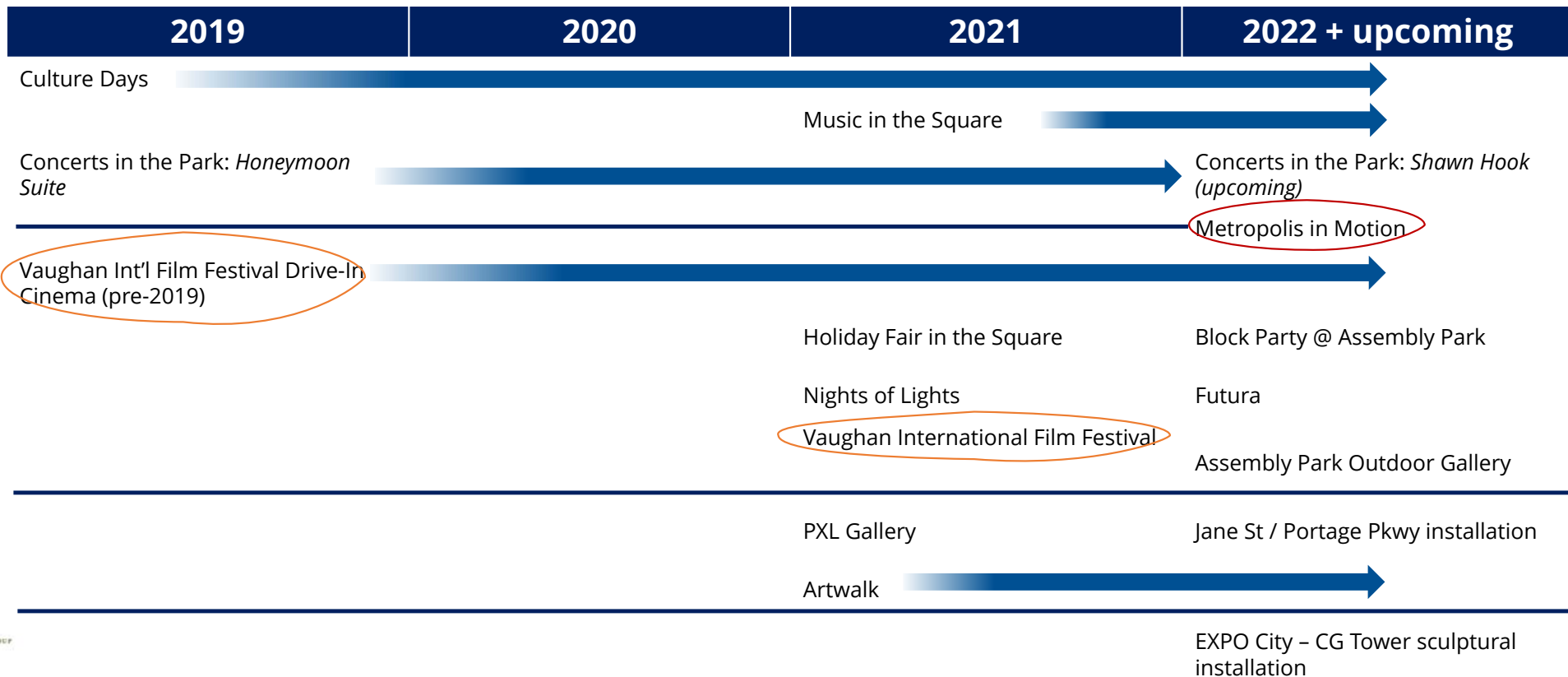
R7. Identify existing strengths and gaps in Vaughan's current cultural resources.

R13. Develop and implement a multi-year business and funding model to support cultural development in the VMC. Leverage funding mechanisms for arts and culture.

Action 13B. Initiate a public-private sector led "Cultural Leadership Committee" with the mandate to provide advice, expertise, advocacy to move cultural initiatives forward.

# A growing inventory of activations will fall within a unified brand

## Experience VMC



# Cultural districts have ample precedent and recent momentum

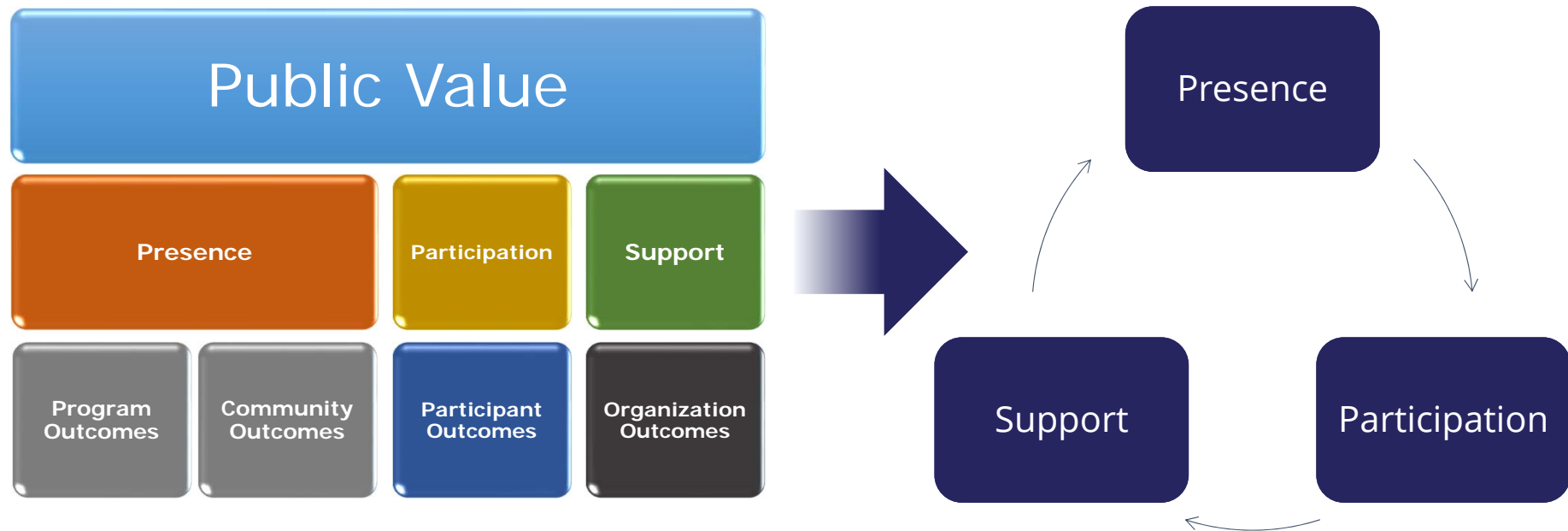
Federal and provincial interest has grown markedly in the last decade





# *Cultural Vitality in Communities*

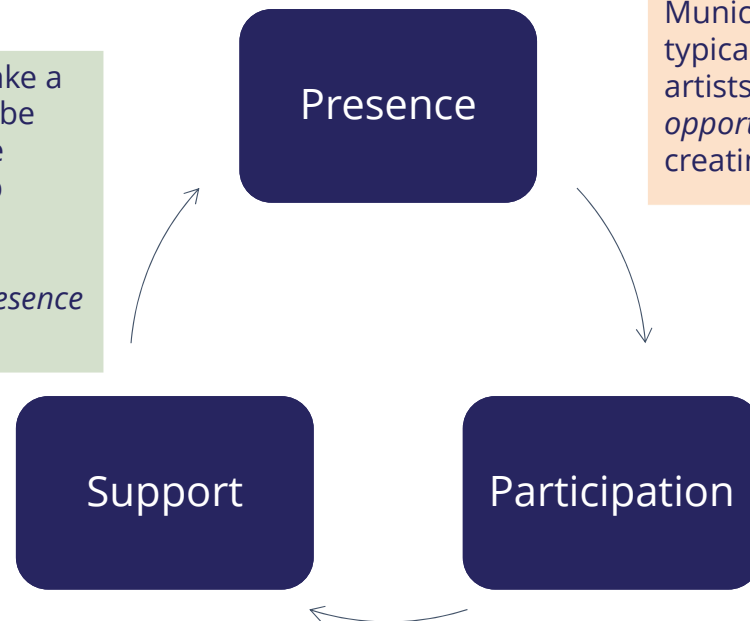
Urban Institute (2006)



## How does the public value framework apply to Vaughan?

Each element becomes a lever to drive impact and create public value.

Places that use **support** as a lever take a more 'top down' approach. This can be used in mature and nascent creative ecosystems. Using policy tools, deep public sector investment, and highly visible champions, support-driven initiatives *create the conditions for presence and participation to flourish*.

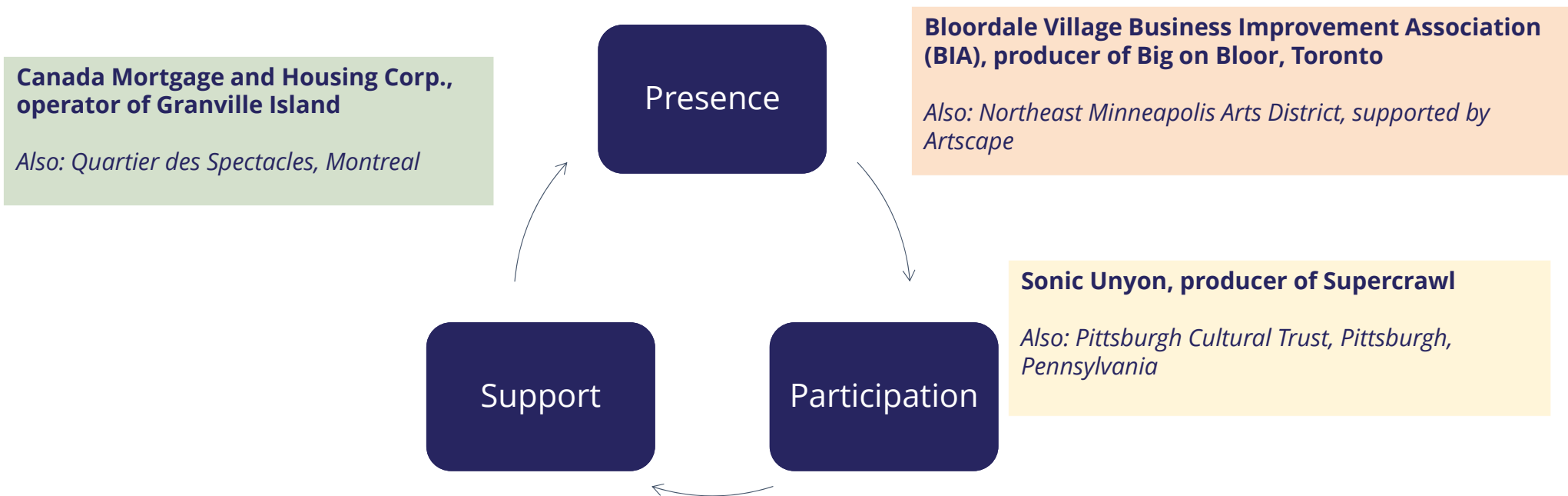


Municipalities that draw on **presence of opportunities** typically have a mature local arts ecosystem. With many artists and arts organizations available, *making opportunities available* is the critical first step toward creating public value.

Places that draw on **participation** use third-party agencies, often including Tourism and community-based partners and small businesses, to reinforce habits of attendance. Coordinated, multidisciplinary offerings *maximize participation in arts and culture*, driving growth in programs and increasing awareness.

## How does the public value framework apply to Vaughan?

Each element becomes a lever to drive impact and create public value.



## Presence

Artist-driven initiatives that build on authentic engagement and grassroots effort

Drivers	Operator(s)	Outcomes
<ul style="list-style-type: none"> <li>A mature local ecosystem of artists, arts organizations, and community entities creates the <b>presence of opportunities for cultural participation</b></li> <li>Resource constraints felt by the arts and culture sector informs an <b>activation strategy first, followed by creation of a formal “operator”</b> at a neighbourhood or district level</li> </ul>	<ul style="list-style-type: none"> <li>Typically not-for-profit</li> <li><b>Rooted in the local community with governing board members derived from the arts and culture ecosystem,</b> local business, and other community-embedded entities</li> <li>Focused on broad quality-of-life and economic goals</li> </ul>	<ul style="list-style-type: none"> <li><b>Drive economic benefit to empower artists and arts organizations,</b> helping them expand or stabilize their financial circumstances</li> <li>Enable community brand-building</li> <li><b>Secure/create/ preserve real assets for creative industries’ use</b></li> </ul>



# Participation

Audience-driven initiatives that grow from enthusiastic local buy-in, particularly in the business community

Drivers	Operator(s)	Outcomes
<ul style="list-style-type: none"> <li>• <b>Ample but diffuse activity</b> – and organizations with capacity to scale choose to pool resources</li> <li>• <b>Visionary leadership</b> receives a mandate to improve business outcomes on behalf of willing peers</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Varied legal structures support this model</b>, including nimble commercial producers and program-based initiatives within not-for-profit entities</li> <li>• Continuous, <b>experienced leadership</b> is key to success</li> </ul>	<ul style="list-style-type: none"> <li>• <b>‘Spokes’ create the ‘hub’</b> by agreeing to join a formal coalition</li> <li>• Drives a <b>range of benefits to participating organizations</b>, including through sponsorship, direct expansion of customer base, and access to technical resources</li> </ul>



## Support

Policy-driven initiatives championed by an 'impresario' or empowered task force, supported by a clear mandate and tangible resources

Drivers	Operator(s)	Outcomes
<ul style="list-style-type: none"> <li>Underutilized assets in a high-priority area.</li> <li><b>Diffuse cultural ecosystem with significant constraints on land use / real assets.</b></li> <li><b>Empowered public sector with strong private partnership.</b></li> </ul>	<ul style="list-style-type: none"> <li>Functionally, operators are quasi-public. Legal structures include Crown Corporations and not-for-profits.</li> <li>Typically <b>charged with policy development and directing use of resources.</b> Programming is an equal or lesser concern.</li> <li>Represent the public interest.</li> </ul>	<ul style="list-style-type: none"> <li><b>Animate a geographically defined area with cultural organizations and content</b>, in alignment with explicit public mandates.</li> <li><b>Drive benefit to artists and arts organizations</b> through grants, technical support, and operation of public spaces / venues.</li> <li><b>Culture has a 'seat at the table.'</b></li> </ul>



Granville  
Island



QUARTIER  
DES SPECTACLES  
MONTREAL

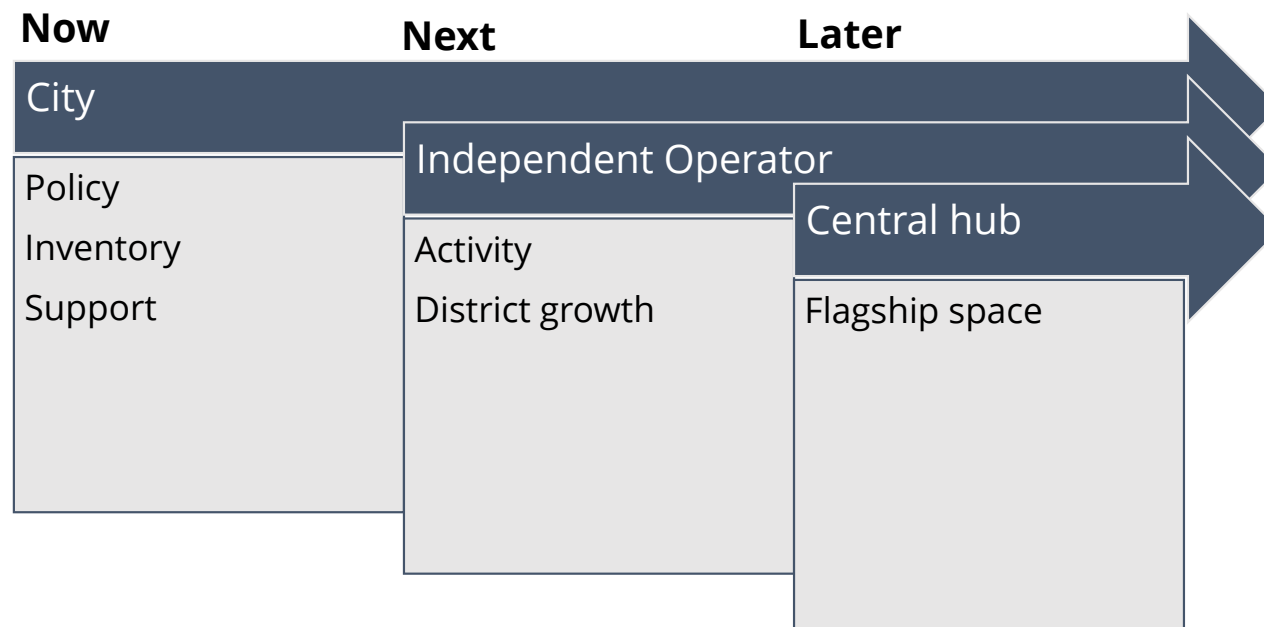


## Exemplars define the opportunity

<b>Driver</b>	<b>Operator/ Producer</b>	<b>Operator Type</b>	<b>Signature Event</b>	<b>Ambitious</b> <i>Executed at scale, prioritizing innovative ways of making and sharing creative experiences and content.</i>	<b>Authentic</b> <i>Derived from Vaughan's diverse communities, new and established.</i>	<b>Transformative</b> <i>Investments in culture drive broad impacts on the vitality of Vaughan's residents and businesses.</i>	<b>Purpose-driven</b> <i>Strong leadership and policy alignment will inform desired impacts and outcomes.</i>
Presence	Bloordale Improvement Association	BIA (charity)	Big on Bloor	✓	✓	Local arts ecosystem	✓
	Northeast Minneapolis Arts District	Not-for-profit	Art-a-Whirl	✓	✓	Local artists and art lovers	✓
Participation	Sonic Unyon	Commercial	Supercrawl	✓	✓	Industry	✓
	Pittsburgh Cultural Trust	Not-for-profit	Broadway touring	✓		Regional arts participation	✓
Support	Canada Mortgage and Housing Corporation	Quasi-public	Granville Island	✓	✓	Geographic focus	✓
	Quartier des Spectacles	Not-for-profit	Luminothérapie (winter) 21 Swings (spring)	✓	✓	Geographic focus	✓

# The 'hub and spoke model' can evolve with managed support

Near term investment drives long-term impacts



# Observations

- Policy development is an opportunity.
  - The Vaughan Official Plan and the VMC Secondary Plan updates are concurrent with this study. City stakeholders indicate an opportunity to integrate cultural policy with these efforts.
  - Identifying and resourcing a champion(s) to advance future cultural development will be key.
- A people-first approach responds to Vaughan's unique value proposition.
  - Activations should be at the centre of the cultural strategy, responding to longstanding (and new) residents' heritage and affinities.
  - The built environment should enable development of a richer, deeper cultural ecosystem, by securing spaces and supporting activations (policies) and capital investment (a 'hub').
- Clearer public sector goals would instill confidence and draw investment.
  - Key VMC landowners are eager for City leadership to state concrete objectives within policies or programs.
  - The private sector is poised to lead the evolution of a cultural ecosystem, with appropriate City engagement in a formal partnership.
- Pending the impact of Bill 108 and the allocation of related Community Benefit Charges, resources are an open question.

## Today's objectives

- Demonstrate continuity of key themes from Phase I of the cultural arts centre study
- Seek Council endorsement of proposed next steps
  - *“Hub and spoke” model*
  - *Approach to VMC activations in summer 2022 forward*

## Longer-term next steps

An  
implementation  
strategy would  
include...

- City adopts a cultural strategy for the VMC which is incorporated into the current policy framework updates
- City identifies an internal champion(s) to lead cultural strategy development and implementation in the VMC, with resources to act on opportunities
  - An emerging charge for the identified champion(s) with support from the VMC Sub-Committee...
    - *Identify cultural assets*
    - *Identify a preferred site(s) for activations and capital investment*
    - *Embrace a unified activation program*

**We are the world.  
The world lives in Vaughan.**

*-- Key stakeholder interview*