

Management report to Council

Agenda item 6.2

Improvement to hoarding appearance

Council

Presenter: Kaye Glamuzina, Manager Arts Melbourne

30 May 2017

Purpose and background

1. This report seeks Council's approval for a hoarding appearance improvement approach following an earlier report to Council on the 'Review of fees for Overhead Protection and Hoarding Permits'. The resolution requested further investigation of hoarding appearance. Attachment 2 shows work to date.
2. A Hoarding Permit is required from Council where hoardings are located on Council owned or managed land, including footpaths and parklands. Hoardings can detract from the amenity of the public realm. There is an opportunity for hoardings to positively contribute by setting a minimum appearance benchmark and making provision for a singular and coherent creative option.

Key issues

3. A review of opportunities for improving the appearance of hoardings has been undertaken along with research into other cities policies. This informed a cost effective approach Council could adopt as a city-wide solution. (See Attachment 3)
4. If Council establishes a curated and bold singular vision for the city's hoardings, visual clutter in the street scape will be reduced and quality of design improved. This approach would require a hoarding permit holder to produce hoardings to Council's satisfaction, with Council providing the artwork. This approach would not apply to hoardings pertaining to Melbourne Metro Rail.
5. Management proposes that where the Council issues hoarding permits:
 - 5.1. Mandatory minimum standards are implemented - standardised colours, mandatory legislated signage and minimum standards of maintenance
 - 5.2. Arts Melbourne to supply artwork through an artwork commission process for one artist or studio. Delivery of this proposal requires clear guidance which is provided in Attachment 4.
 - 5.3. Where hoardings are in place for more than 12 weeks/84 days, mandatory application of a Council artwork through the provision of a digital file to be printed and installed by developers
 - 5.4. The Process will be managed through the existing hoarding permit application process administered by Planning and Building.
6. The proposed commissioning process will be for a single compelling creative idea that links together all affected sites. It will deliver an enhanced human experience as people move around the city by providing a connected visual narrative.
7. The commissioning cost of Council produced artwork of \$50,000 (for a two year period 2017–19) will be found within the 2017–18 and 2018–19 budgets.
8. Delivery of this approach could be implemented by the beginning of second quarter of 2017–18. A capability building exercise with designs sought from art and design schools will be considered.

Recommendation from management

9. That Council approves the approach outlined for a minimum standard of hoardings appearance and also for the mandatory application of Council commissioned artwork where hoardings are in place for longer than 12 weeks.

Attachments:

1. Supporting Attachment (Page 2 of 6)
2. Recommendations from the "Review of fees for Overhead Protection and Hoarding Permits" (Page 3 of 6)
3. Summary of three existing hoarding programs (Page 4 of 6)
4. Guiding principles for the implementation of this initiative (Page 6 of 6)

Supporting Attachment

Legal

1. Legal advice has and will continue to be provided in respect to the proposed improvement to hoarding appearance approach.

Finance

2. It is estimated that by engaging with an art and or design school the cost of putting together a portfolio that would provide a single compelling creative idea that links together all affected sites will be \$50,000 over two years. This will be found within the 2017–18 and 2018–19 budgets.

Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Stakeholder consultation

4. Arts Melbourne has undertaken internal consultation. Informal discussions with a couple of art schools have also occurred to ascertain the approximate cost of commissioning the work.

Relation to Council policy

5. Hoardings are referenced in the following Council documents: 2014-18 Graffiti Management Plan, the Melbourne Arts Infrastructure Framework and the 2014-17 Public Art Framework.

Environmental sustainability

6. Environmental sustainability and Council's current eco-city objectives would be addressed though the work undertaken on hoardings. Material and sustainability measures will be taken into account in the delivery of this initiative.

Recommendations from the “Review of fees for Overhead Protection and Hoarding Permits” report to Council.

<p>Resolution 1.1</p> <p><i>Endorses the review of fees, and recommendations 1, 2, 3, 4, 5 and 7, in the report from management, and incorporates the revised fees into the 2015-16 Budget to be considered for adoption by Council.</i></p>	
<p>Recommendation</p>	<p>Outcome(s)</p>
<p>1. Space Occupation Fee</p>	<p>At the commencement of the 2016–17 financial year a new space occupation fee was implemented as recommended. This fee applied to both the occupation of ground and air space, and for the duration of the gantry placement, not just its erection and dismantling.</p>
<p>2. Application fee</p>	<p>Application fees were introduced at the start of the 2016–17 financial year for all gantry applications.</p>
<p>3. Hoarding application fees</p>	<p>Hoarding application fees were increased by CPI. These fees have been subject to further review for the 2017–18 financial year as part of annual budget planning.</p>
<p>4. Introduction of mandatory inspection fees</p>	<p>Mandatory inspection fees have been introduced and a regime for inspections of all gantries has been developed.</p>
<p>5. Consideration of gantry alternatives</p>	<p>Permit applicants have been required to demonstrate how they have minimised their footprint in public spaces when applications have been considered. The increased fees have anecdotally resulted in footprints being reduced in size and duration.</p>
<p>7. Additional permit condition requiring removal</p>	<p>A condition has been included on permits requiring the removal of hoardings and gantries at the direction of the City of Melbourne where it cannot be demonstrated that there is an ongoing need for the placement of hoardings and gantries on public space.</p>
<p>Resolution 1.2</p> <p><i>Requests that a report be made to the Future Melbourne Committee by April 2016 analysing options available to Council to alter hoarding application and occupation fees and expanding on recommendations 6 and 8 in the report from management.</i></p>	<p>As part of the annual budget planning for both the 2016–17 and the 2017–18 financial years, fees and charges have been reviewed.</p>
<p>Recommendation</p>	<p>Outcome</p>
<p>6. Additional permit condition</p>	<p>An additional condition has been placed on all permits requiring the use of ‘chicken wire’ to deter the application of illegal advertising materials.</p>
<p>8. Hoarding appearance</p>	<p>Improvement of hoarding appearance is addressed by this report.</p>

SUMMARY OF THREE EXISTING HOARDING PROGRAMS

Limited desktop research was undertaken in January 2017 of three existing models. A wide number of cities around the world have creative hoarding initiatives and have not been fully explored as yet.

City of Sydney		
Program	Positives and Negatives	Costs and Resources
<p>Mandatory – however specific requirement is based on: Location (Central City zone), type of construction (new versus heritage refit etc) and the duration of construction.</p> <p>Developers can produce their own bespoke creative hoarding however majority utilise artwork prints commissioned by the Council or a library of historic images made available.</p> <p>All artwork approved by staff within Council.</p>	<ul style="list-style-type: none"> Streamlined process which incorporates the artwork approval with the hoarding permits process. Supported by staff from Creative Sydney. Significant consultation and development period has meant greater involvement and ownership by community. Driven and owned by the staff responsible to the development community. Council ensures consistent quality of artwork through the direct commissioning of artists and managing which sites use what form of artwork or historic images. Focussed on developing a reputation for high quality artist led works 	<p>Funding via Creative Sydney in the region of \$400,000 per two year cycle of commissioning.</p> <p>This commitment will be evaluated at the end of the current two year cycle.</p> <p>Staff resource is additional and required for ongoing administration of the approvals process and also for the development and roll out of artists commissioning process and artworks.</p> <p>It is estimated that a .5 EFT is required to administer this program, however this is yet to be evaluated.</p>
Christchurch City Council		
<p>Optional – primarily focussed on construction within the CBD.</p> <p>Developers need to produce their own creative content (or contract directly with an artist, graphic designer etc) in accordance with Christchurch City Council guidelines</p> <p>All artwork approved by staff within Council.</p>	<ul style="list-style-type: none"> Large reliance on Council staff from various branches to manage the process with developers as they are unprepared and unskilled in the process of contracting with artists directly. Poor uptake of the program due to issues with communication, lack of integration with planning process, and resistance from development community. Difficult to ensure consistent quality with developers as cost and time are the driving factors. Restricts the use of branding and encourages the use of artists, graphic designers, and street art. 	<p>Opting in results in a waiver of the fees payable when hoarding occupies public space.</p> <p>This is capped at a total of \$75,000 in waivers per annum.</p> <p>Staff resource is additional and required for ongoing approvals process.</p> <p>The staff resourcing could not be established at the time of this report.</p>
Toronto City Council		
<p>Mandatory for commercial development.</p> <p>Developers need to propose suitable original artwork. 50% of the area of the hoarding is required to have community artwork.</p> <p>Subject to approval by the Ward-Councillor.</p>	<ul style="list-style-type: none"> Internal process that ties in with Graffiti Management Plan and the internal Council organisation StART (Street Art Toronto) which is a pro-active program that aims to develop, support, promote, and increase awareness of street art. An independent social enterprise (Patch Project) also exists and provides end to end service, for a fee to developers, for artwork. Results are inconsistent in terms of quality and layout/appearance as approval sits with individual Ward-Councillors (who have varying degrees of knowledge and skills) or external organisations. Artwork requirements are not consistent with the definition of Public Art. Focussed on community art and street art. 	<p>No additional cost to Council</p> <p>Additional revenue generated from a separate fee and permit for developer promotion signage on the hoarding is ring-fenced for public art and amenity. However fees are not sufficient to generate significant capital, in the region of \$10,000 per annum.</p> <p>Staff resource already allocated through the StART program can provide limited assistance to developers. External organisation also provides additional support to developers.</p> <p>Requirement for Ward-Councillors to engage with developers. The staff resourcing could not be established at the time of this report</p>

Visual examples from the three cities researched

City of Sydney



Work by artist commissioned by City of Sydney on an overhead covered walkway



Graphic treatment commissioned by City of Sydney

Christchurch City Council



Covered walkway around local polytechnic displaying works from art students studying at the polytechnic



Scrim wrap showing a shadow design of nearby trees with development promotion and renders

Toronto City Council



Street art based hoarding treatment



Hoarding treatment looking at specific local communities and historical stories



GUIDING PRINCIPLES FOR THE IMPLEMENTATION OF THIS INITIATIVE

Delivery of this proposal requires clear guidance and the following principles are recommended:

1. the City develops a clear curatorial brief for the commissioned work that aligns to the city's aspirations to present bold, adventurous and inspirational creative work of excellence
2. the City provides an artwork file and installation guidelines, with all printing and installation costs to be met by the developer.
3. materials used to support or hold the artwork must meet a minimum construction standard that corresponds to the life of the hoardings and the requirement to limit permanent tagging and/or graffiti
4. the visual appearance of mandatory minimum standard, including standardised colours to be determined by Arts Melbourne in collaboration with Planning and Building.
5. Maintenance of the hoarding artwork is the responsibility of the developer.