

CITY OF HAMILTON

COMMUNITY SERVICES DEPARTMENT
Culture Division

TO: Mayor and Members, Committee of the Whole	WARD(S) AFFECTED: CITY WIDE
COMMITTEE DATE: June 18, 2010	
SUBJECT/REPORT NO: Our Community Culture Project Phase 1 Report -- Baseline Cultural Mapping (CS10057) (City Wide)	
SUBMITTED BY: Joe-Anne Priel General Manager Community Services Department	PREPARED BY: Alice Sabourin 905-546-2424 Ext. 4844 Patti Tombs 905-546-2424 Ext. 4693
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RECOMMENDATION

- (a) That the Our Community Culture Project Phase 1 Report – Baseline Cultural Mapping, prepared by the consulting firm AuthentiCity, dated May 1, 2010, attached as Appendix A to Report CS10057, be received.
- (b) That staff be directed to implement recommendations one to five, contained in the Our Community Culture Project Phase 1 Report, which do not have any budgetary implications (refer to page 18 of Appendix A attached to Report CS10057).
- (c) That recommendation six, contained in the Our Community Culture Project Phase 1 Report, respecting the establishment of an operating budget and hiring of two FTEs in order to continue cultural mapping from Phase 1, establish ongoing cultural planning and embed culture into the City's approach to community building (refer to page 18 of Appendix A attached to Report CS10057), be referred to the 2011 budget process for consideration.

EXECUTIVE SUMMARY

On October 22, 2008, Council directed the Culture Division, Community Services Department, to develop a Cultural Policy and Plan (Report ECS08048). The work aligns with the City's vision, "to be the best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities" and it supports the City's Strategic Plan and priorities. The consulting firm AuthentiCity (the Consultants) was retained by the City of Hamilton to complete Phase 1 of the Our Community Culture (OCC) Project – Baseline Cultural Mapping, the first step towards a Cultural Policy and Plan for Hamilton. The City cannot develop a sound policy and plan without first mapping its cultural assets. Phase 1 marks the beginning of cultural mapping in Hamilton and in the next phase, the early findings will be validated. Phase 2 will entail broad community consultation and after Phase 2 is completed, a Cultural Policy will be presented to council for approval.

The Consultants believe that the OCC Project has the potential to set a new benchmark for municipal cultural planning in Canada. In addition, both the provincial and federal governments have provided the Culture Division with funding to support the project. Appendix A to Report CS10057 is the final report prepared by the Consultants.

The OCC Project embodies a leading practice known as municipal cultural planning. Municipal cultural planning is defined by Colin Mercer, an international expert in Cultural Planning, as the "strategic and integrated planning of cultural resources to support economic and community development"¹.

The overall goal of the OCC Project is to transform the City's understanding of and approach to culture. The Harcourt Commission argues that, "We must put culture and place at the centre of building Canadian communities"². For Hamilton, this will mean embedding cultural awareness and understanding into our approach to city-making and community building.

Phase 1 of the OCC Project has established Hamilton's baseline cultural mapping results, three strategic planning themes and draft guiding principles for Phase 2. The strategic planning themes include:

- Creative Hamilton
- Culture Feeds Sustainability
- Cultural Sector Development

¹ Cultural Planning Handbook, 1995. David Grogan, Colin Mercer with David Engwicht. Queensland, Australia.

² External Advisory Commission on Cities and Communities (Harcourt Commission), 2006. From Restless Communities to Resilient Places: Building a Stronger Future for All Canadians. Ottawa.

The draft guiding principles, which will be validated in phase 2, include:

- We understand the creative industries as an important and rapidly expanding source of economic growth, employment and wealth creation.
- We see cultural planning as an essential dimension of planning for sustainability, alongside social, economic and environmental considerations.
- We see our rich heritage, diversity, creativity and culture playing a major role in defining Hamilton's identity nationally and globally.
- We understand culture as a source of community pride and central to making Hamilton a complete community where people want to live, work, play and invest.
- We value artists and creators as essential sources of new ideas, innovation and technologies important to our future.
- We believe the diversity of cultures in our community is a source of strength and central to our values of inclusion and equity.
- We value creativity and culture as central to making the downtown a social, economic, and cultural hub of the community.

The Consultants advise that dedicated staff resources are required to continue the cultural mapping. Even after Phase 2 is completed and the baseline mapping has been augmented and validated, cultural mapping will need to continue; cultural mapping is an ongoing function, integral to ongoing cultural planning. A key recommendation is to hire two new staff positions within the Culture Division: one position with skills in database and system administration, and a second position with skills in project management, cultural planning, facilitation and community development.

Council has already endorsed the development of a Cultural Policy and Plan and initial funds were secured through capital budgets. Cultural mapping is not a finite activity and the skills required to do the work are specialized and required on an ongoing basis, beyond Phase 2. The effort required to continue into Phase 2 is extensive. More importantly, the City has the opportunity to build its competence in municipal cultural planning in Phase 2 by hiring two new staff positions – and by doing so, the City will establish the ongoing skills required for cultural mapping and planning sooner and integrate culture into the City's approach to community building. It will also help build internal and external partnerships during Phase 2, and therefore make ongoing cultural planning more successful after Phase 2.

Hamilton has the opportunity to embrace the growing international consensus that cultural vitality is the fourth pillar of sustainability – equal to economic prosperity, social

equity and environmental sustainability. A Cultural Policy and Plan promises to support economic and community development and make Hamilton a vibrant city for its residents, visitors and businesses. At the same time, the process itself will build pride and establish Hamilton's unique identity, now and into the future.

Alternatives for Consideration – See Page 10

FINANCIAL / STAFFING / LEGAL IMPLICATIONS

Financial:

The Consultants identified the need for an operating budget and two dedicated staff resources within the Culture Division, Community Services Department in order to continue with cultural mapping from Phase 1 and to successfully implement Phase 2, a Cultural Policy and Plan for the City of Hamilton (summarized on page 18 of Appendix A attached to Report CS10057).

As outlined in recommendation (c) of this report, the Consultants' recommendation to hire two new staff will be referred to the 2011 budget process. Further information about the budget impact will be identified within the 2011 budget process.

Staffing:

There are ongoing staffing implications to continue with Phase 2 of the OCC Project. Details are outlined in recommendation (b) of this report.

Existing staff in other departments will need to be identified to participate in the project as required. There are three groups which require staff expertise from other departments: a Project Steering Team; a Cultural Resource Mapping Partnership; and, an interdepartmental planning integration working group. It is expected that staff from other departments will be assigned within the existing staff complement.

Legal:

There are no legal implications associated with Report CS10057.

HISTORICAL BACKGROUND

In 2004, Council endorsed the development of a Cultural Policy and Plan for the City of Hamilton. At that time, the discipline of municipal cultural planning was still in its infancy in Ontario and across Canada. The Culture Section began by developing staff

knowledge in municipal cultural planning and cultural mapping through attending a series of meetings and forums to better define municipal cultural planning, its methods and outcomes. More than a dozen forums were hosted across the province by the Ontario Ministry of Culture and a newly formed Municipal Cultural Planning Partnership (now Municipal Cultural Planning Incorporated).

Another key development at that time was the emergence of a consistent framework (or Cultural Resources Framework) for cultural resource mapping, which has since been embraced as a provincial standard. Hamilton is one of the first municipalities in Ontario to embrace the CRF.

Equipped with the knowledge of emerging best practices and industry standards, on October 22, 2008, the Culture Division, Community Services Department presented Council with its approach to develop a Cultural Policy and Plan (Report ECS08048). Dr. Greg Baeker and Kat Runnalls of the consulting firm AuthentiCity (the Consultants) were retained by the City of Hamilton to complete Phase 1 of the OCC Project – the first step towards a Cultural Policy and Plan for Hamilton. The Consultants together bring more than sixty years of experience in cultural sector planning and development.

The Council report (ECS08048) explained that the Culture Division would lead a cross-departmental and community based team in the development of a Cultural Policy and Plan for Hamilton. With Council endorsement, the Culture Division guided the Project Steering Team (PST) throughout Phase 1.

The Council report (ECS08048) also defined culture, explained what municipal cultural planning involves and summarized the OCC Projects major deliverables within each of its phases. The original vision of the OCC Project was a three-phased approach with the development of a Cultural Policy in Phase 2 and a full Cultural Plan in Phase 3. During Phase 1, and consistent with leading practice in municipal cultural planning, the Consultants in conjunction with the PST determined that the Cultural Policy and Plan be combined and completed in Phase 2. Developing both the Cultural Policy and Plan during Phase 2 maintains momentum, links policy with planning to guide priority setting and signals to the community that their input shapes cultural policy and planning for the municipality.

As the Culture Division worked on Phase 1 of OCC Project, Hamilton gained attention for its progress in transforming itself from an industrial steel town into a complete community³. Ontario in the Creative Age is a report commissioned by Premier Dalton McGuinty to define a future economic vision for Ontario. Released in February 2009, the

³ A complete community is defined by Nancy Duxbury, co-founder of the Creative City Network of Canada, as a community which offers local employment opportunities, transportation choice, housing choice, mixed land-use, community facilities, cultural vibrancy and community identity, community engagement, and safety and security.

report, prepared by the Martin Prosperity Institute at the University of Toronto, included an analysis of competitiveness in city regions in North America. The report cites Hamilton, as one of two city-regions in Canada, for its achievements in building creative economic capacity and transforming itself from an industry-based economy to a creativity-based economy.

Further evidence of the City of Hamilton's leadership as a Creative City is reflected in the changing approach to economic development. The most recent update to the Economic Development Strategy (2010) recognizes creative industries as a key part of Hamilton's future success. The updated strategy demonstrates the continued shift in how Hamilton defines and supports its broader economy.

The Hamilton Creative Catalyst Project (HCCP) feasibility study, presented to Council in January 2010, supports the new Economic Development strategy. The project recommends that the City embrace and promote Hamilton as a Creative City by investing in a large iconic building (or buildings in a precinct) which would house the creative catalyst. The report's recommendation to advance the feasibility study received enthusiastic support from Council and establishing a creative catalyst would be a first for a city of Hamilton's size in Canada.

The connection of HCCP to the OCC Project is clear and early partnerships have already been established. The HCCP report to council cited the OCC project among key projects underway which work together to bolster the creative economy and make Hamilton a complete community.

By completing Phase 1 of the OCC Project, the City of Hamilton expresses its commitment to develop a Cultural Policy and Plan. The work also reflects best practices in municipal cultural planning to date. Hamilton joins leading municipalities in Canada such as Vancouver, Saskatoon, Ottawa, Toronto, Montreal, and Saint John that are developing municipal cultural plans as tools to support economic and broader community development. In Ontario, municipalities as large as Toronto and as small as Prince Edward County are using municipal cultural planning tools.

Establishing baseline cultural mapping is significant – and the successful completion of Phase 1 prepares Hamilton to undertake Phase 2, which ultimately supports Hamilton's future as a vibrant, successful and sustainable community.

Appendix A to Report CS10057 is the final report prepared by the Consultants.

POLICY IMPLICATIONS

There are no policy implications associated with Report CS10057.

RELEVANT CONSULTATION

Staff from the following City Department and Divisions were provided a draft of Report CS10057 and all comments were incorporated into the staff report.

Community Services Department, Recreation Division
Community Services Department, Social Development and Early Childhood Services Division
Community Services Department, Social Housing and Homelessness Division
Community Services Department, Strategic Services
Corporate Services Department, Customer Services, Access and Equity Division
Corporate Services Department, Budgets and Finance Division
Corporate Services Department, Information Services Division
Corporate Services Department, Treasury Services Division
Hamilton Public Library
Planning and Economic Development Department, Planning Division
Planning and Economic Development Department, Hamilton Film Office
Planning and Economic Development Department, Strategic Services Division - Special Projects
Planning and Economic Development Department, Tourism Hamilton
Public Works Department, Environment and Sustainable Infrastructure Division

In addition, the PST reviewed the draft Consultant report (Appendix A to Report CS10057), including the Consultants' recommendations.

Members of the PST are listed on page 82 in Appendix A to Report CS10057. In addition to the above internal City divisions (except the Budgets and Finance Division which is not a member of the PST), the following external stakeholders were consulted:

The City of Hamilton Arts Advisory Commission
The Imperial Cotton Centre for the Arts
Inform Hamilton

ANALYSIS / RATIONALE FOR RECOMMENDATION

The overall goal of the OCC Project is to transform the City's understanding of and approach to culture. The Harcourt Commission argues that, "We must put culture and place at the centre of building Canadian communities"⁴. For Hamilton, this will mean

⁴ External Advisory Commission on Cities and Communities (Harcourt Commission), 2006. From Restless Communities to Resilient Places: Building a Stronger Future for All Canadians. Ottawa.

embedding cultural awareness and understanding into our approach to city-making and community building.

Municipal Cultural Planning -- Leading Practice and Opportunity

Cultural planning is important for municipalities and Council has already endorsed the development of a Cultural Policy and Plan, including the commitment of initial funds, secured through the capital budget process. Hamilton is gaining credibility as a Creative City and its transformation has begun. The recent HCCP report is part of a growing body of evidence which notes that Hamilton has the necessary talent and materials to become a Creative City.

A key part of realizing Hamilton's creative potential is the development of a Cultural Plan – and the end of Phase 1 is a significant milestone. It is important to note that the Phase 1 findings are based on sound methods and rooted in leading industry standards. The CRF is a recognized provincial standard which captures federally approved data through Statistics Canada. The information is made richer with the addition of multiple sources of Hamilton-specific data (e.g.: Inform Hamilton).

The importance and value of the CRF will continue to expand. At present, a provincial group, the Municipal Cultural Mapping Guidelines Working Group, of which Hamilton is a member, is investigating the consolidation and maintenance of cultural resource data, based on the defined CRF. The Working Group is also seeking strategies to connect municipal policies and plans to cultural mapping in Ontario.

The Consultants believe that the City of Hamilton has undertaken one of the most comprehensive approaches to the development of a Cultural Policy and Plan in Canada. As such, Hamilton has the potential to set a new benchmark for municipal cultural planning in Canada.

In addition, Hamilton has been a provincial leader in establishing a cultural mapping system and partnership model based on collaboration across departments and with key business and community partners, such as the Hamilton Public Library and Inform Hamilton. Hamilton's leadership in cultural mapping was made possible through Council's early support for the development of a Cultural Policy and Plan.

Phase 1 Report Findings

The Phase 1 report provides evidence of the City's progress towards a Cultural Policy and Plan. In addition, the steps required to achieve the Cultural Policy and Plan have been provided -- see page 19 in Appendix A to Report CS10057 for the Consultants' overview of Phase 2.

The Consultants advise that dedicated staff resources are required to continue cultural mapping. A key recommendation is to hire two new staff positions within the Culture Division: one position with skills in database and system administration, and a second position with skills in project management, cultural planning, facilitation and community development. Hiring the two new staff (FTEs) will support ongoing cultural mapping and embed culture into the City's approach to community building.

Baseline Mapping

The baseline mapping of cultural resources in Hamilton identified approximately 2,200 cultural resources in six industry standard categories. Validating and augmenting the mapping content is a critical next step towards the development of a Cultural Policy and Plan. The baseline cultural resource mapping completed in Phase 1 of the OCC Project marks the *beginning* of mapping in Hamilton. The Consultants indicate that the City must build on the work completed in Phase 1 and commit the staff resources needed to continue the cultural mapping work in Phase 2 and beyond. Cultural Mapping is not a finite activity; it is an ongoing function and will be required after Phase 2 is completed. Mapping is essential to support ongoing cultural planning and decision making across all facets of municipal planning.

The baseline community identity mapping, or A Story of Us/A Story of Place is also a starting point. It marks the *beginning* of a conversation about Hamilton's unique culture and identity. A collaborative discussion of this narrative will be an important part of the community engagement to be undertaken in Phase 2.

Strategic Themes

The Consultants reviewed more than 35 City of Hamilton planning documents and reports in order to analyze the planning context. Three strategic themes emerged:

- (a) Creative Hamilton;
- (b) Culture Feeds Sustainability;
- (c) Cultural Sector Development.

The strategic themes are important because they demonstrate that Hamilton has a good starting point from which to realize its creative potential. In addition, the themes offer concrete direction on how the City can integrate culture and creativity into all City work. The three themes, along with the draft guiding principles, will be presented to the community and project stakeholders for discussion and feedback in Phase 2.

Clearly, there are existing connections between culture and broader City work. Yet, these early signs of promise are not enough – dedicated staff resources are required to

achieve municipal cultural planning which is defined as the “strategic and integrated planning of cultural resources to support economic and community development”⁵.

The next steps outlined by the Consultants in the Phase 1 report are extensive. More importantly, the work will best be achieved by someone who works in the City of Hamilton. Integrating culture will take partnership building, both internally and externally. It will most certainly involve a team effort. While support and advice from consultants has been and will continue to be highly valuable, it cannot replace the City’s need to facilitate a collaborative approach, essential to the development of a Cultural Policy and Plan.

Concluding Comments

The Consultants’ Phase 1 Report provides the City with the opportunity to accelerate its competence in municipal cultural planning in Phase 2 and beyond. Hiring two new staff will support ongoing cultural mapping and embed culture into the City’s approach to community building.

Cultural mapping and planning are not finite tasks. The skills required to do the work are specialized (i.e.: database administration, cultural planning, facilitation, project management and community development) and the effort required is extensive. It is clear that the OCC project is an ongoing initiative taking place at an opportune time and as noted, Hamilton is on the verge of realizing its creative potential.

The cultural mapping work completed in Phase 1 has already provided resource information for City projects such as the HCCP and the Human Services Planning Initiative. Phase 2 of the OCC Project will continue to add value to these and other City initiatives by integrating culture more fully within policy development and planning systems. Hamilton has the opportunity to embrace the growing international consensus that culture is the fourth pillar of sustainability.

The community engagement exercises in Phase 2 will be extensive and will empower Hamiltonians, neighbourhood by neighbourhood, as they shape the Cultural Policy and Plan. The final Cultural Policy and Plan will be presented to Council for approval.

A Cultural Plan promises to support economic and community development and make Hamilton a vibrant city. At the same time, the process itself will build pride and establish Hamilton’s unique identity, now and into the future.

⁵ Cultural Planning Handbook, 1995. David Grogan, Colin Mercer with David Engwicht. Queensland, Australia.

ALTERNATIVES FOR CONSIDERATION

There are three options to advance the OCC Project to Phase 2. The options are reviewed below.

1. Assign the work to existing staff

There are no legal or financial implications to the first alternative. However, assigning all the work required to complete Phase 2 to existing staff is problematic and will have significant staffing implications. The work is extensive. The steps to achieve the Cultural Policy and Plan are summarized on page 19 of Appendix A to Report CS10057). Staff resources are needed to coordinate the effort and continue with the enormous task of establishing a cultural mapping system. While staff from other departments will still be identified to participate in developing the Cultural Policy and Plan (e.g.: by working on the PST or joining the Cultural Mapping Partnership), dedicated staff are still needed to implement Phase 2. In addition, the skills required to do the work are specialized, namely: cultural planning; community development; partnership building; and database administration.

2. Hire consultants to develop the Cultural Policy and Plan

There are no legal implications to the second alternative. However, there are financial and staffing implications. Although consultants have extensive expertise, hiring consultants would be a more costly option. More importantly, there is an ongoing need for dedicated resources related to cultural planning within the organizational structure of the City. Cultural mapping and planning are not finite tasks. The skills required to do the work are specialized, and the City has the opportunity to accelerate the work in Phase 2 and beyond by establishing the staff expertise within the City's current structure.

In addition, hiring of dedicated staff will help the City establish partnerships, both internally amongst the various departments and divisions, and externally with stakeholders and the broader community. Partnership building is both a process and an outcome and it would be an advantage to establish the needed relationships early, before the completion of Phase 2. In addition to ongoing staff and community relations, some committees, such as the Cultural Resource Mapping Partnership, will continue to function indefinitely, well beyond the completion of Phase 2. Partnerships built in Phase 2 will have early and ongoing benefits. While support and advice from consultants has been and will continue to be highly valuable, it cannot replace the benefits of having skilled staff.

3. Cease the OCC Project

The final option is to not advance the OCC Project into Phase 2. Council may direct staff to take no further action to develop a Cultural Policy and Plan. There are no legal

or staffing implications to the final alternative. However, there is a financial implication if the City chooses to cease the OCC Project, as it would need to return grants to the provincial government (i.e.: the Creative Communities Prosperity Fund) and federal government (i.e.: the Canadian Arts and Heritage Sustainability Program).

In addition, Council has already endorsed the development of a Cultural Policy and Plan and Phase 1 shows Hamilton has incredible promise to become an even more vibrant community. The work completed in Phase 1 has set a good foundation for Phase 2 and the OCC Project has gained incredible momentum. More importantly, the benefits of Cultural Planning have been well established by the province and other municipalities. Ceasing the OCC Project would result in the City missing all the benefits of a vibrant and complete community, including economic and community development.

CORPORATE STRATEGIC PLAN

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

Skilled, Innovative & Respectful Organization

- ◆ A culture of excellence
- ◆ More innovation, greater teamwork, better client focus
- ◆ Council and SMT are recognized for their leadership and integrity

Financial Sustainability

- ◆ Financially Sustainable City by 2020
- ◆ Effective and sustainable Growth Management
- ◆ Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner

Intergovernmental Relationships

- ◆ Influence federal and provincial policy development to benefit Hamilton
- ◆ Acquire greater share of Provincial and Federal grants (including those that meet specific needs)
- ◆ Maintain effective relationships with other public agencies

Growing Our Economy

- ◆ Newly created or revitalized employment sites
- ◆ Competitive business environment
- ◆ A skilled and creative labour pool that supports new employers

- ◆ An improved customer service
- ◆ A visitor and convention destination

Social Development

- ◆ Hamilton residents are optimally employed earning a living wage
- ◆ People participate in all aspects of community life without barriers or stigma

Environmental Stewardship

- ◆ Natural resources are protected and enhanced

Healthy Community

- ◆ Plan and manage the built environment
- ◆ An engaged Citizenry
- ◆ Adequate access to food, water, shelter and income, safety, work, recreation and support for all (Human Services)

APPENDICES / SCHEDULES

Appendix A to Report CS10057.