

Kawartha Lakes Culture and Heritage Task Force
Final Report and Recommendations
June 9, 2016

Background

On October 22, 2015, Kawartha Lakes City Council approved resolution CR2015-1094, to establish a Culture and Heritage Task Force that would review the issues and economic opportunities in the culture and heritage sector, and the City's role in strengthening the sector. The following objectives of the Task Force were articulated in the committee's Terms of Reference:

1. To identify priority recommendations for Cultural Master Plan and Heritage Master Plan implementation over the first three years of implementation, noting any budget implications for the City associated with their implementation; and
2. To obtain input from local stakeholders in the arts and heritage sector, cultural tourism sector and creative economy businesses in order to ensure that recommendations reflect current CKL conditions.

The Terms of Reference stated that the Culture and Heritage Task Force provide advice and recommendations to Council and Staff for objective one, the implementation of the Cultural Master Plan and the Heritage Master Plan by considering:

- the highest priority actions for expanding cultural tourism and strengthening the creative economy, drawing upon examples and / or advice from other municipalities that have been successful in creative economy growth through cultural plan implementation; and
- actions that have already been completed or are underway.

Economic Benefits of Arts, Culture and Heritage

There is significant evidence of the benefits of municipal investment in arts, culture and heritage. Cities that distinguish themselves from other cities based on strong heritage identities, cultures, or arts, gain a competitive advantage as "destination cities" for cultural tourism. Travel industry research confirms that cultural tourism and heritage tourism in particular, are the fastest growing segments of the tourism industry. Cultural industries create job growth, turn ordinary cities into destination cities, create interconnections between arts and business, revitalize urban areas, attract skilled workers, and create spin-off businesses.

Based on Statistics Canada's Survey of Household Spending (2008): Consumer spending on culture was 3 times larger than the \$9.2 billion government spending on culture with over \$27 billion spent on cultural goods and services which equal \$841 for every Canadian resident. Spending on live performing arts was \$1.4 billion which was more than double spending on live sports events (\$650 million). From 1997 to 2008, cultural spending increased by 28% which is double the growth in the population. Statistics Canada reports reveal that arts, culture and heritage products represent \$21.9 billion of the province's gross domestic product (GDP) and over 278,800 jobs, and that Ontario's arts, culture and heritage sector represents \$23.8 billion and is growing component of the province's GDP.

In a report commissioned by the Ontario Arts Council in 2012³, arts and culture were identified as a significant component of Ontario's tourism industry.

- Arts/culture tourism spending generated \$3.7 billion in GDP province-wide in 2010, and represented 67,000 jobs that produced \$2.4 billion in wages and \$1.7 billion in taxes
- 9.5 million overnight tourists to Ontario participated in arts and culture activities during their trips in 2010 – representing 22% of all Ontario's overnight visitors
- American arts and culture tourists represent 39% of all American overnight visitors to Ontario in 2010. Sixty-three percent of Ontario's overseas visitors engaged in an arts or culture activity during their trip in 2010
- The average Ontario arts and culture tourist spends twice as much per trip as does a typical tourist – \$667 per trip versus \$374
- Many sectors of Ontario's economy benefit from arts and culture tourist spending. For example, Ontario's arts and culture tourists spent \$1.1 billion on lodging, \$1.1 billion on food and beverages, \$600 million on retail and \$500 million on entertainment and recreation in 2010

Kawartha Lakes 2016 Economic Development Strategy

In 2016, the City of Kawartha Lakes will initiate a comprehensive economic development strategy to create a stronger more diversified economy and to bring business to the area and expand local employment. The economic benefits of the arts, culture, and heritage sector as part of the cultural and tourism economy will be key considerations in the project.

Municipal Cultural Development Investment Comparisons

The Task Force hosted a Panel Discussion public meeting on May 6, 2016 which featured representatives from three Ontario municipalities who spoke about municipal roles, staffing and budgets in culture and heritage development. These three municipalities were selected on the basis of the greatest degree of similarity to Kawartha Lakes in terms of being a single tier

government, population and population densities, overall budgets, comparable rural environments and having undergone amalgamation. Staff representatives from Sudbury, Chatham- Kent and Norfolk County made presentations that demonstrated a strong commitment by these municipalities to cultural sector development in terms of departmental structures, staffing, cultural facilities support and dedicated cultural development budgets, which have resulted in strong local creative economies and successful cultural tourism outcomes.

Municipal Cultural Development Comparisons

	Chatham-Kent	Norfolk County	Greater Sudbury	Kawartha Lakes
Single Tier Government	yes	yes	yes	yes
Population	103,671	63,175	106,275	73,214
Population Density Per sq. km.	42	39	47	24
Amalgamated	yes	yes	yes	yes
Departmental Location of Culture	- in Community Development alongside Tourism, and Resident Attraction and Retention, and Heritage Committee under Planning Dept.)	- in Development and Cultural Services alongside Tourism, including Heritage Committee	- in Economic Development (but Museums, facilities and archives are under Community Development, & Heritage Committee under Planning Dept.)	- in Economic Development and also in Community Services with Heritage Committee under Ec. Development, & Development in Development Services)
Number of permanent full time Cultural Staff	Manager of Culture and 2 staff, plus 1 staff person at the museum and one at the gallery	Manager of Heritage and Culture and 8 museum / gallery staff	Business Development Officer, Museum Curator, 2 Archivists.	No permanent full time staff
Annual Capital and Operational Funding for Cultural Facilities	6 museums and galleries	4 museums	1 Art Gallery, 5 museums, and the Community Archives.	Capital Funding for Maintenance of Fenelon and Boyd Museums
Overall 2015 Operating Budget	\$289 Million	\$166 Million	\$515 Million	\$205 Million
Annual 2015 Cultural Budget	\$1,092,191.00	\$1,435,500	\$1,346,061	No dedicated budget
Cultural Plan Adopted?	Yes and a 2 nd plan is being prepared	No	yes	Prepared but not adopted
Heritage or Museums Plan Adopted?	Chatham-Kent Heritage Programs Business Plan	No but individual Museum Plans	The Greater Sudbury Heritage Museums' Strategic Plan	Prepared but not adopted

Review of the Cultural Master Plan and Heritage Master Plan

The Culture and Heritage Task Force has reviewed the Cultural Master Plan and the Heritage Master Plan and all action recommendations from the two plans. Input was acquired from the Arts, Culture and Heritage Development Officer regarding actions within each plan that have already been completed or are in progress. Input was also obtained from Task Force representatives from the arts, heritage and the cultural business sectors regarding current conditions in each of the sectors. This has been incorporated into the 2016 update section of

the Cultural Master Plan Action Recommendations table in order to ensure that they reflect the challenges and opportunities that have emerged since the Master Plans were completed. In order to determine the highest priority action items from the Master Plans, Task Force members provided input from the perspective of the cultural and business sectors that they represent. These have been incorporated into the Action Recommendations table and provide a new order for the sequence of implementation.

The Kawartha Lakes Cultural Master Plan

The Cultural Master Plan is a 10 year plan to grow cultural tourism and the creative rural economy in the City of Kawartha Lakes. It was a \$100,000 project approved by Council on June 7, 2011, funded in part by a \$73,761 grant from the Ontario Ministry of Tourism, Culture and Sport's *Creative Communities Prosperity Fund*. The contract was awarded to Millier Dickinson Blais who commenced the project in September 2012. The Master Plan was completed and submitted to Council on June 25, 2013 when it was received but not adopted.

The Plan provides a road map for culture-led economic development at a time when many Ontario municipalities have been undergoing a profound shift in the economic base.

"It is a shift away from manufacturing, and other 'traditional' industries as the foundation of many local economies, and toward a creative economy driven by ideas, innovation, knowledge, collaboration and creativity. Communities that can identify and support elements of their creative economies – starting with cultural resources – will be well-positioned to capitalize on the opportunities that this shift produces." (Millier, Dickinson, Blais, (2013), A 10 Year Master Plan for the City of Kawartha Lakes, pg. 3)

The specific goals of the Cultural Master Plan include:

- Implementing a process that engages the community broadly in identifying and profiling cultural assets as well as helping identify future cultural needs and opportunities
- Completing an inventory of cultural assets
- Identifying the strengths, weaknesses, opportunities and challenges affecting cultural development in Kawartha Lakes
- Ensuring the effective integration of the Cultural Master Plan with key City strategies and missions
- Building capacity to integrate culture into ongoing Municipal planning and decision-making

Based upon extensive research throughout the Kawartha Lakes community, the Cultural Master Plan provides an implementation section with recommended actions structured around five Strategic Directions:

1. Define Municipal Role and Partnerships
2. Strengthen Connections between Culture and Economic Development
3. Build Cultural Sector Capacity and Sustainability
4. Strengthen Cultural Promotion and Marketing
5. Engage and Retain Youth

The following table details all action recommendations from the 2013 Cultural Master Plan and also includes the 2016 input and the prioritized order provided by the Culture and Heritage Task Force.

2016 Culture and Heritage Task Force Cultural Master Plan Implementation Recommendations with Completed Actions, Priority Actions and Updates¹

Priority	2013 Action Recommendations	2013 Timing Proposed				2013 First Steps	2016 Update ²	2013 Initial Lead
		Yr 1	S	M	L			
Strategic Direction 1: Define Municipal Role and Partnerships								
1.		2017 onwards					Hire a permanent full time City staff position for arts, culture and heritage to strengthen the local cultural economy.	
2.		2017 onwards					Provide a budget line for arts, culture and heritage program activities.	
3.		2017 onwards					Establish an ongoing Cultural Committee of Council to provide advice on future directions in the cultural sector	
4.	Adopt an Integrated Municipal Mandate and Roles in Cultural Development					- Seek Council approval for Mandate and Roles	High priority to be adopted in 2016	Council
5.	Examine the Administrative Structure Needed to Support Cultural Development					- Convene meeting of municipal staff - Develop consensus on optimum administrative structure - Seek Council approval	High Priority for 2016	City Staff
6.	Promote the Plan Widely Across the Municipality					- Develop key messages and content - Draft and distribute media releases - Use organizational networks to spread the word	Priority for 2016	Economic Development and Communications
Completed/Ongo	<u>Explore the Establishment of a Sector Driven Shared Cultural Governance Model (SCGM) to Support Cultural Development</u>					- A community meeting or gathering be convened to explore the potential for a shared cultural governance body - Determine shared governance model - Develop terms of reference for the shared governance model	Completed – Kawartha Lakes Arts Council and the Kawartha Lakes Heritage Network have been established and incorporated as not for profit organizations – ongoing support and advice provided at monthly Board of Directors meetings - Continue to support	ACC and Economic Development
Completed/Ongoing	<u>Consider the Best Model for a Service Organization Supporting Cultural Development</u>					- ACC convenes a community wide discussion regarding the best cultural service organization model to support cultural development in KL - Based on meeting outcomes, a plan to proceed to establish the service oriented model is developed and implemented	Completed – Kawartha Lakes Arts Council and the Kawartha Lakes Heritage Network have been established and incorporated as not for profit organizations – ongoing support and advice provided at monthly Board of Directors meetings - Continue to support - Economic Development to provide template for needs assessment across the cultural sector to be delivered via the Arts Council and the Heritage Network	ACC
7.	Host a Cultural Summit					- A date for the first Summit is established - The first summit is planned and implemented	- Important long term step but not an immediate priority	Economic Dev + SCGM

¹ Recommended Actions that are underlined have been completed or are already in the implementation phase ACC = Arts and Culture Committee est. during CMP research process

² 2016 Task Force updates and comments to reflect current conditions and needs are highlighted in blue

Priority	2013 Action Recommendations	2013 Timing Proposed				2013 First Steps	2016 Update	2013 Initial Lead
		Y r 1	S	M	L			
Strategic Direction 2: Strengthen Connection between Culture and Economic Development								
1.	Undertake an Economic Analysis of the Cultural Sector					<ul style="list-style-type: none"> - Develop terms of reference for the economic analysis - Seek funding and undertake analysis - Communicate findings broadly 	<ul style="list-style-type: none"> - important to gather baseline information on the sector prior to future sector development, then proceed with a periodic economic analysis to measure progress - complete an assessment of existing cultural facilities and program space in terms of efficiencies and effectiveness for the sector and look for ways to co-program and consolidate 	Economic Development
2.	Create an Environment that Attracts Creative and Cultural Industries						<ul style="list-style-type: none"> - priority – this should be ongoing through Economic Development - new business development assistance could target specific segments of the creative economy in CKL is best placed 	
3.	8 a. Develop a Strategy that Weaves Young and Creative Professionals into the Fabric of the Community					Working through high schools, the Kawartha Young Professionals Network, and the cultural governance body, a targeted campaign to recruit new board members should be undertaken	- important ongoing strategy	Kawartha Lakes Young Professionals Network (KYPN), School boards, and SCGM
4.	Support and Grow Start -Up Enterprises in Underutilized Downtown Spaces					<ul style="list-style-type: none"> - Strike a Working Group of the SCGM to take on the initiative - Explore opportunities for extending current Summer Company Program to include utilization of downtown spaces 	- Other partners on this initiative should include BIA and Chambers of Commerce	Economic Development + Kawartha Lakes Small Business Entrepreneurship Centre
5.	Continue to Strengthen Festivals and Events					<ul style="list-style-type: none"> - Examine best practices in festivals and events strategies in other municipalities - Develop terms of reference and secure funding to undertake Strategy 	<ul style="list-style-type: none"> - Strengthen awareness & visitation to existing cultural destinations and facilities. The Arts & Heritage Trail which is being launched in June, 2016 identifies and promotes these on Tourism website. Share with RTO8, CHEX TV and media. - 2017 Priority – develop Phase 2 printed material, walking tours 	Economic Development
6.	Develop a Culinary Experience Unique to Kawartha Lakes					<ul style="list-style-type: none"> - Examine best practices - Convene stakeholder forum to determine interest and funding opportunities 	- CKL hosts several annual culinary experiences including the butter tart tour, soup fest, and the 100 mile dinner – continue to document and integrate with cultural tourism experiences	Economic Development + ACC or SCGM
Completed	<u>Undertake a SWOT Analysis of the Local Music Industry</u>					<u>Conduct a SWOT Analysis of the Local Music Industry</u> <ul style="list-style-type: none"> - Convene a meeting of music industry representatives to consider collective strategies for growing the industry - Seek additional info on the Province's Live Music Strategy 	<u>Completed as part of the Music Feasibility Study</u>	Economic Development

Priority	2013 Action Recommendations	2013 Proposed Timing				2013 First Steps	2016 Update	2013 Initial Lead
		Yr 1	S	M	L			
Strategic Direction 3: Build Cultural Sector Capacity and Sustainability								
1.	Address Volunteer Challenges					<ul style="list-style-type: none"> - Convene forum on volunteer challenges - Re-establish Volunteer Fair and Welcome to Newcomers Event 	<ul style="list-style-type: none"> - High priority - Quantify volunteer hours to recognize level of volunteer support in the cultural sector, and identify best practice standards for volunteer / staff support ratios - Introduce a volunteer management, support and awards program 	Economic Development + ACC or SCGM
Completed	<u>Implementation of artsVest Funding</u>					-Submit proposal to artsVest	ArtsVest program completed in 2014	Economic Development
Completed	<u>Recognize and Support the Linkage Between Libraries, Archives and Museums through the Creation of a Kawartha Lakes Network</u>					- Convene a forum to determine the interest in and feasibility of creating a Kawartha Lakes network of libraries, archives and museums	<u>Kawartha Lakes Heritage Network established and incorporated as a not for profit organization in 2014. Ongoing support provided at monthly Board of Directors Meetings.</u>	Public Library
Continue	<u>Continue to Strengthen Festivals and Events</u>					<ul style="list-style-type: none"> - Examine best practices in festivals and events strategies in other municipalities - Develop terms of reference and secure funding to undertake Strategy 	<ul style="list-style-type: none"> - Strengthen awareness & visitation to existing cultural destinations and facilities. The Arts & Heritage Trail which is being launched in June, 2016 identifies and promotes these on Tourism website. Share with RTO8, CHEX TV and media. - 2017 Priority – develop Phase 2 printed material, walking tours 	Economic Development
Completed	<u>Leverage Interactive Cultural Mapping Tools and Portals</u>					<ul style="list-style-type: none"> - Investigate best practices in other municipalities - Consult with City of Kawartha Lakes GIS staff about internal versus external hosting options - Determine best cultural mapping application and model for Kawartha Lakes and implement 	<u>Online Cultural Maps and interactive Stories Map completed and on City website. These are to be moved to the new Tourism website in May 2016.</u>	Economic Development + City GIS staff
Continue	Expand Strategic and Collaborative Efforts towards Cultural Marketing and Promotion					- Collaborate with Tourism partners and convene a meeting to examine additional opportunities for strategic cultural marketing building on the City's current initiatives	High priority – ONGOING Expansion of strategic and collaborative efforts should also include consideration of cultural spaces and facilities, and collaborative programming.	Economic Development
Continue	Explore New and Innovative Channels to Tell Our Story					<ul style="list-style-type: none"> - Contact funding agencies (Ontario Arts Council, Canadian Council for the Arts) to identify funding opportunities and examples of best practice storytelling programs - Determine interest and best approach to launching program through existing or new events/activities 	The intangible Cultural Map is an interactive stories map that situates stories about the origins of our communities and current cultural identity geographically and temporally on the map. Viewers are invited to add their stories. Promotion of the Stories Map during the 2016 to reach a wider audience and include schools in story gathering projects.	Economic Development and SCGM

Priority	2013 Action Recommendations	2013 Proposed Timing			2013 First Steps	2016 Update	2013 Initial Lead
		Yr 1	S	M			
Strategic Direction 2: Engage and Retain Youth							
1.	Ensure Youth Representation on the Shared Governance Model				- Identify youth representatives and recruit members	- Ongoing	SCGM
2.	Engage School Boards at the Primary and Secondary Levels to Develop Youth Leadership and Participation in Cultural Development				<ul style="list-style-type: none"> - Engage with school boards at both the primary and secondary level to examine opportunities to leverage cultural resources and opportunities to support youth engagement and retention - Establish a mentoring initiative that connects local youth with individual artist, young entrepreneurs and creative professionals - Investigate how cultural groups and activities in Kawartha Lakes can tap into secondary school community hours requirements 	<ul style="list-style-type: none"> - Include regional cultural content in local school programming - Introduce youth employment opportunities in the cultural sector 	School Boards, and SCGM

The Heritage Master Plan

In 2010, the City of Kawartha Lakes released an RFP calling for proposals for a Heritage Master Plan. Richard Fortin Associates was awarded the \$82,264 contract, commenced in November 2010, and completed the project in 2011. The plan was received by Council in January 2012, but not adopted.

The Heritage Master Plan profiles Kawartha Lakes' heritage assets, evaluates heritage management practices by the municipality and provides long term strategic direction and an action plan for utilizing cultural heritage as a tool for economic development and tourism growth in the City of Kawartha Lakes. It provides recommended actions to protect, promote and develop cultural heritage and to 'market the past' in order to maximize the potential of our heritage assets for enhanced liveability, tourism opportunities and economic development benefits.

The Heritage Master Plan recommendations cover both the statutory aspects of heritage conservation as prescribed by provincial legislation as well as recommendations to maximize economic and tourism potential of heritage assets in Kawartha Lakes. For the sake of clarity, these have been super-imposed onto the recommended actions table to differentiate the different types of activities and different skill sets that are required to carry out these actions.

Heritage Master Plan Implementation Recommendations

The Task Force reviewed the implementation recommendations in the 2012 Heritage Master Plan and advised that a considerable revision was necessary to capture current statutory heritage planning requirements under the Ontario Heritage Act, to minimize municipal budget implications and to more accurately reflect heritage activities in the current Kawartha Lakes context. The action recommendations have been re-structured according to those to be completed in Year One and those to be completed over the following four years.

2016 Culture and Heritage Task Force Implementation Recommendations for the Heritage Master Plan

(Action items that are underlined have been completed or are in progress)

	Activity	Year 1	Years 2 - 5
	Heritage Sector Organization	<ul style="list-style-type: none"> - Establish a strong heritage team at the City integrating the volunteer sector under City coordination guided by a Cultural Committee of Council that includes representation from the KL Heritage Network of museums and historical societies 	<ul style="list-style-type: none"> - Continue to monitor and improve the heritage network - Analyze CKL Archives collection Status under Library system, create business plan, costs to upgrade and potential for revenue generation - Implement archive recommendations
Heritage Tourism/ Economic Development	Heritage Assets, Tourism Product Development & KL Economic Development	<ul style="list-style-type: none"> - <u>Develop heritage tourism product inventory & map</u> - <u>Identify heritage destination priorities with assets already in place for tourism development</u> - <u>Upgrade, package and market for effective Tourism via websites and social media</u> - <u>Develop interpretive cultural heritage tours and information packages</u> - Review tourism marketing and promotion & ensure integration of heritage facilities and destinations with all organizations 	<ul style="list-style-type: none"> - Ensure heritage inventory & collections continue expanding to reflect historical record - Develop heritage events - Research and apply for provincial and federal grants to fund heritage projects - Continue to implement heritage tourism program to monitor results, make adjustments as required - Work with tourism professionals in Ontario and internationally
	Heritage Programs, Facilities and Collections Coordination	<ul style="list-style-type: none"> - <u>Conduct team building workshops across City for historical societies & museums</u> - Introduce business plan development for heritage sector organizations in-house - Facilitate collections rationalization in partnership with Heritage Network & museums - Assess existing heritage facilities in terms of efficiencies and effectiveness for long term programming 	<ul style="list-style-type: none"> - Continue work with museums & historical societies to maximize their potential - identify major heritage projects for development within a 5 year timeframe
Statutory Heritage Conservation	Municipal Heritage Conservation Operations	<ul style="list-style-type: none"> - <u>Operational Review of the City's Municipal Heritage Committee, Heritage Victoria (HV)</u> - <u>Monitor and adjust designation procedures to align with Ontario Heritage Act (OHA)</u> - <u>Make organizational adjustments to Heritage Victoria if required</u> - Education and training - <u>Website upgrading</u> - Finalize conservation policy for heritage structures including official plan wording - Continue to update heritage designation by-laws to reflect current OHA requirements - Recommend that Council introduce a Properties of Potential Heritage Interest List 	<ul style="list-style-type: none"> - Continue education for staff, public and volunteers on heritage conservation best practice - Continue to monitor and support Heritage Victoria
	Heritage Conservation Priorities	<ul style="list-style-type: none"> - <u>Review/upgrade designation processes</u> - <u>Assess designation of downtown Lindsay as a Heritage Conservation District in conjunction with downtown revitalization</u> - Assess agricultural property conservation measures - Complete Official Plan revisions to enable Heritage conservation under OHA requirements - Assess archeological management processes in light of Provincial Policy Statement section 2.6 and Ontario Heritage Act requirements 	<ul style="list-style-type: none"> - Evaluate other possible HCDs throughout the city - Implement Heritage Agricultural Plan - Develop and implement an Archaeological Management Plan