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**Item No. 11.1**  
**Community Planning and Economic Development Standing Committee**  
**December 15, 2016**  
**January 19, 2017**

**TO:** Chair and Members of the Community Planning & Economic Development  
Standing Committee

Original Signed

**SUBMITTED BY:**

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Bob Bjerke, Director, Planning and Development

**DATE:** July 20<sup>th</sup>, 2016

**SUBJECT:** Update on the Culture and Heritage Priorities Plan

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**INFORMATION REPORT**

**ORIGIN**

On April 21st, 2016 the Community Planning and Economic Development Standing Committee approved the following motion:

*Request a staff report providing an update on the progress and timelines for the Culture and Heritage Priorities Plan to be presented at the next meeting of CPED.*

**LEGISLATIVE AUTHORITY**

**Halifax Regional Municipality (HRM) Charter**

59 (3) In addition to matters specified in this Act or another Act of the Legislature, the Council may adopt policies on any matter that the Council considers conducive to the effective management of the Municipality.

## **BACKGROUND**

In 2006, HRM adopted the Cultural Plan which provides a vision and policy framework for building HRM's cultural identity, increasing creative opportunities for citizens, and fostering the creative economy. The Cultural Plan is a long range blueprint for cultural investment and development, articulated through five strategic directions, as follows:

1. Focused Service Delivery & Partnerships;
2. Improved Cultural Access & Equity;
3. Promote and Reinforce Community Character & Heritage;
4. Foster Life-Long Learning & Creative Expression; and
5. Investment & Promotion

While the Cultural Plan provides a long range vision of HRM's cultural mandate, the 2014 Regional Plan recognizes the need for clear priorities to guide investments and decision-making as well as a strategy to implement the Cultural Plan. The Regional Plan directs the development of a Culture and Heritage Priorities Plan (CHPP) and outlines two major phases for this project; Phase 1 Inventory and Phase 2 Analysis and Prioritization. The CHPP will provide an opportunity for open dialogue and greater clarity on HRM's role and position on important issues such as:

- preservation and enhancement of streetscapes, cultural landscapes, and heritage districts in the Regional Centre to further the objectives of revitalization and densification;
- preservation and enhancement of historic village centres and scenic landscapes within rural communities;
- partnerships with community organizations involved in events that celebrate social heritage and culture;
- stewardship of HRM-owned buildings and maximizing their use to support cultural activity;
- relationship with community museums, historic artifact collections, and community groups delivering the museum experience and social heritage programming;
- building capacity in the arts and cultural community; and
- expansion of cultural programming and conservation efforts to better recognize Mi'kmaq and other diverse cultures and experiences in our region.

In addition to responding to the need for a strategic framework, the 2014 Regional Plan mandates the development of the CHPP to address a number of outstanding cultural documents including:

- the Cultural Facilities Master Plan, as articulated in the 2006 Cultural Plan;
- the Heritage Functional Plan, as identified in the 2006 Regional Plan; and
- the Social Heritage Strategy, as identified in the 2006 Cultural Plan and the 2008 Cultural Operating Strategy.

Work has begun on components of the CHPP including:

- The Cultural Landscape Framework Report, developed through the Halifax Green Network Plan (HGNP), which provides the following:
  - definitions of cultural landscapes and best practices for their management in accordance with North American practice;
  - the historical settlement of HRM and key influences on this pattern;
  - a framework for categorizing, considering and prioritizing cultural landscapes;
  - a preliminary list of 400 Potential Cultural Landscape Elements and a preliminary list of 43 Potential Cultural Landscapes with 17 Prioritized Areas of Interest, based on established criteria;
  - the building blocks for a cultural landscape program; and
  - a "roundtable" of cultural landscape experts who will continue to provide advice throughout the HGNP and the CHPP.
- The first phase of the Social Heritage Strategy in 2011 which resulted in development of a vision statement through significant community engagement and best practices research. The project was put on hold in 2013 but much of the work remains relevant and can be built upon.

There are also a number of other ongoing projects which will inform and be incorporated into the CHPP including the Centre Plan (particularly work on conservation districts and character blocks) and secondary planning efforts.

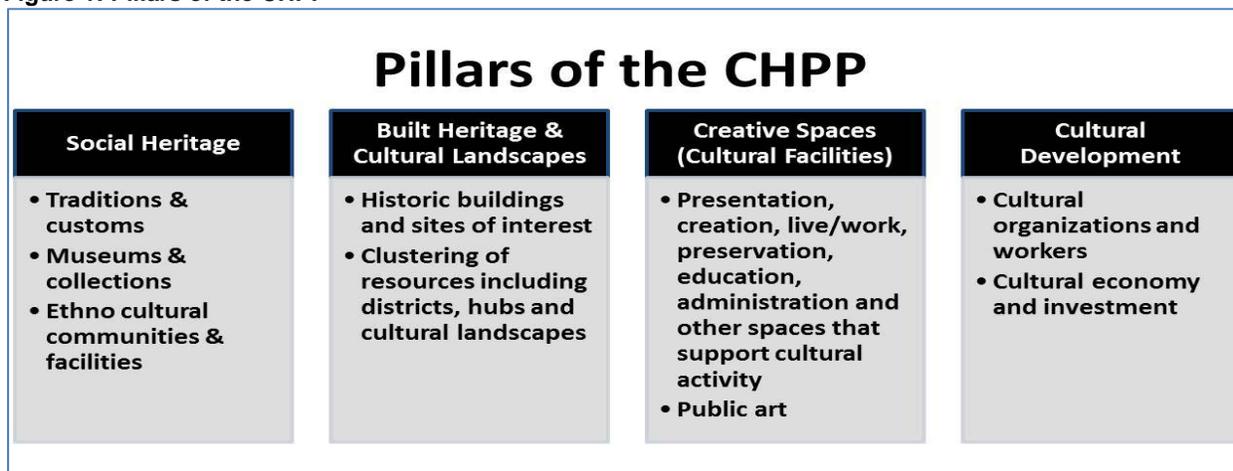
Phase 1 of the CHPP officially began with the May 10<sup>th</sup>, 2016 CAO approval of the Cost Sharing Agreement and sole source award to the Province of Nova Scotia's Department of Communities Culture and Heritage. HRM will be partnering with the Province to develop the inventory and map HRM's cultural assets.

## **DISCUSSION**

The CHPP is based on the following principles and foundations:

1. A broad notion of "Culture" as the means of defining people, communities and neighbourhoods. The CHPP will provide overarching cultural priorities, policy directions and a decision-making framework. It will focus on and provide recommendations for the four key pillars of social heritage, built heritage & cultural landscapes, creative spaces (cultural facilities) and arts & cultural development (Figure 1).
2. The need for proactive and strategic planning versus reactionary measures or legacy practices.
3. Creation of the Plan through Staff, consultant(s), community partners, and citizen effort.
4. A partnership between HRM's Planning & Development (policy) and Parks & Recreation (programming) departments.

Figure 1: Pillars of the CHPP



Creating the CHPP is anticipated to be approximately a two year process, spanning from May 2016 to July 2018 (Figure 2). There are four main phases for the CHPP; the project is currently at the beginning of Phase 1: Inventory.

Figure 2: CHPP Draft Timeline

	PHASE 1 (2016-17)				PHASE 2 (2017)				PHASE 3 (2017-18)				PHASE 4 (2018)											
	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June
	<b>INVENTORY with Province of Nova Scotia</b>				<b>Engagement &amp; Analysis</b>				<b>Development of Priorities</b>				<b>Engagement and Adoption</b>											
<b>ACTIONS &amp; PRODUCTS</b>	Inventory of assets plus profiles for 4 pillars- social heritage, built heritage & cultural landscapes, cultural spaces and arts development. Inclusion of work to date and other ongoing related projects.				Engagement on the Inventory and identification of gaps and opportunities. Best practices research.				Development of and engagement on 1) priorities for 4 pillars; 2) decision-making framework 3) policies, programs, and partnerships to support the priorities.				Creation of draft Plan. Engagement with Public and stakeholders. Presentation of draft and adoption of Final Plan											
<b>COMMUNITY ENGAGEMENT</b>	Engagement throughout Phase 1 with key stakeholders for data collection; Participatory mapping engagement starting at the end of Phase 1.				Engagement on Inventory at beginning, engagement on profiles and findings throughout Phase 2				Many opportunities for engagement on findings and input into priorities, framework and supporting policies and programs				Engagement and commentary on draft Plan											

### CHPP Phase 1: Inventory Component

Staff were preparing to undertake a cultural inventory when it became known that the Province was seeking a municipal partner for a pilot cultural mapping project. Through further discussion, it became clear that there was significant overlap between the two projects and that a partnership would benefit both by increasing awareness and impact, while reducing costs and duplication of effort.

The CAO approved the sole source award and cost sharing agreement and the \$50,000 for HRM's half of the project budget has been transferred to the Province. The Province will be running the Request for Proposals (RFP) through their procurement department and are intending to post the RFP seeking a consultant before the end of July 2016. A technical committee is being struck, bringing together Provincial and HRM staff with expertise in cultural planning, programming, and GIS, to review the RFP responses.

In addition to general cultural assets and resources, the Inventory will include the following items, located across the Region:

- Buildings and sites of heritage value
- Suggestion of boundaries for communities or neighbourhoods, based on research, public engagement and consultation with HRM Civic Addressing;
- Cultural landscapes, potential heritage conservation districts and existing neighbourhood blocks with cohesive built form;
- Areas with a clustering of cultural resources that may be suitable for consideration as cultural hubs and districts;
- Areas with significant potential for archaeological remains;
- Museums and community heritage archives/collections;
- Important sites and facilities for ethno-cultural communities; and
- Cultural infrastructure, such as presentation, creation, preservation, education, administration live/work, multi-functional, and other spaces that support cultural activity. These spaces may be stand-alone or integrated into a larger facility; publicly or privately owned (with community access); permanent or temporary; indoor and outdoor.

In addition, the cultural asset mapping will provide details on the following:

- Age and architectural intactness of buildings;
- Clustering of resources;
- Cultural settings, including village cores, landscapes and coastlines;
- Value as an expression of historic community identity;

- Risks such as development pressures or deterioration; and
- Profiles of cultural infrastructure, including physical dimensions, floor areas, condition, location, suitable uses, accessibility and special features.

In addition to the Inventory and prior to Phases 2-4, Staff will complete and submit the CHPP project plan for the Fall deliberations on the 2017/18 budget. This project plan will include a budget for the work and outline the key stages, deliverables and responsibilities. The Project Plan will also outline how the CHPP will incorporate findings from other related projects, such as those described below, and how these projects will be integrated and reflected in the process and outcome.

### **CHPP Phases 2-4**

The next phases of the CHPP will involve 1) analyzing the inventory findings, 2) researching best practices in art, culture and heritage development, 3) engaging on values and priorities and 4) developing a Plan to address and implement these priorities. Staff is currently developing a comprehensive project plan to identify the necessary resources for the next stages including staff and departmental responsibilities, budget (to be confirmed through the 2017/2018 budget process), an engagement and communications plan, and consultant support. The work plan will also consider and, where possible, align work with a number of related projects as discussed in the following section. There will be regular updates to CPED and Regional Council as the Plan proceeds.

### **Related Projects**

The CHPP will inform a number of current motions and issues relating to HRM's mandate and role in cultural development. The Phase 1 Inventory in particular will provide background information about the current state of our cultural assets, an important first step for a number of related initiatives. The following describes these concurrent initiatives and their relationship to the CHPP.

### Cultural Spaces Plan

On July 29, 2014, Council requested the development of a Cultural Spaces Plan through the following motion:

*Direct staff to recommend funding in the 15/16 Capital Budget to:*

*c. Develop a Cultural Spaces plan through a consultation, through the Municipality's Arts Halifax committee, that includes other stakeholders and public engagement, and that shall include completion of a needs assessment, feasibility studies and identify potential partners and service delivery models that may include new cultural spaces and/or recapitalization of existing facilities.*

The above motion speaks directly to the Creative Spaces Pillar of the CHPP (Figure 1). Phase 1 will inventory, profile and assess existing public and privately owned cultural facilities that are accessible to the public. The CHPP will profile these facilities to identify the overall quantity, quality, location, cost and features of different types of spaces available in HRM such as presentation, production, storage, administration, preservation and other cultural functions. This inventory and profiling will provide necessary background information for the Cultural Spaces Plan project, to be developed in parallel with the CHPP. The Cultural Spaces Plan is assigned to Parks and Recreation, who will work closely with Planning and Development to develop this component of the CHPP. Staff expect to engage with the public, stakeholders and Council on the profiles, gaps and opportunities to identify priorities for cultural spaces. The CHPP will include strategies to further these priorities and the Cultural Spaces Plan will function as a subset of the CHPP, developing a suite of policies, partnerships, and programs for the assessment of need for new spaces and maximization of existing facilities.

### **Museums and Collections**

On March 22, 2016 Regional Council directed the development of a regional museum strategy with supporting regional collection rationale. As outlined in the March 16, 2016 Recommendation Report "*Dartmouth Heritage Museum Society Request for Management Agreement and Funding*" this strategy will be incorporated into the Cultural Spaces Plan. As a component of the Cultural Spaces Plan, the regional museum strategy will also be informed by the CHPP Phase I Inventory. In developing cultural

investment priorities, the CHPP will consider HRM's role in supporting community museums, management of historic artifact collections, and partnerships with community groups delivering the museum experience and social heritage programming. In addition, the CHPP's overarching consideration of HRM's broader cultural priorities and social heritage mandate is expected to provide the vision and strategy for regional and community museums and the municipal collection.

#### Arts Halifax Committee

Regional Council approved the creation of ArtsHalifax Committee to provide guidance and expertise to staff in the support of strategic direction and funding for the arts and cultural sector. This motion directly speaks to the Cultural Development Pillar of the CHPP (Figure 1). ArtsHalifax has a three year mandate, initially providing guidance on the peer jury assessment process in funding to professional arts organizations and culminating in recommendations related to the governance and structure of the successor committee. ArtsHalifax's recommendations will be integrated into the CHPP. In addition, ArtsHalifax will be key stakeholders in determining HRM's role and support for the Cultural Development Pillar of the CHPP.

### **FINANCIAL IMPLICATIONS**

This report does not have any financial implications. The \$50,000 transferred to the Province for HRM's portion of the Phase 1 Cultural Inventory was accounted for in the 2016/2017 budget. Funding for the future phases will be determined as part of the 2017/2018 budget deliberations and funding for the implementation of the CHPP will be determined during the 2018/2019 budget.

### **COMMUNITY ENGAGEMENT**

Staff is currently developing an engagement and communications plan for the CHPP which will be provided to CPED and Council's consideration as part of the next update on the CHPP.

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A copy of this report can be obtained online at <http://www.halifax.ca/commcoun/index.php> [or other appropriate Committee link] then choose the appropriate [Community Council/Board] and meeting date, or by contacting the Office of the Municipal Clerk at 902.490.4210, or Fax 902.490.4208.

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