



Committee of the Whole Report

Report Number:	ED2022-032
Meeting Date:	June 7, 2022
Title:	Cultural Centre Feasibility Study Findings
Description:	Presentation, report on and recommendations from the feasibility of developing a Cultural Centre in the City of Kawartha Lakes
Author and Title:	Donna Goodwin, Economic Development Officer – Arts & Culture

Recommendations:

That Report ED2022-032, **Cultural Centre Feasibility Study Findings**, be received;

That the “Feasibility Study for a Cultural Centre(s) in the City of Kawartha Lakes”, dated May 27, 2022, including recommendations and conclusions, prepared by Nordicity and Giaimo, and attached as Appendix A, be endorsed;

That up to \$100,000 be included in the 2023 Special Project budget to initiate Phase 2 – site exploration, selection and feasibility analysis;

That Council thank the Task Force and its members: Susan Taylor; Athol Hart; Patrick Murphy; Barbara Doyle and former members Dianne Lister and Beverly Jeeves for their essential service; and

That these recommendations be brought forward to Council for consideration at the next Regular Council Meeting.

Department Head: _____

Financial/Legal/HR/Other: _____

Chief Administrative Officer: _____

Background:

At the Council Meeting of October 29, 2019, Council adopted the following resolution:

CR2019-615

Moved By Councillor Richardson

Seconded By Councillor Seymour-Fagan

That the presentation by Chair Susan Taylor and Bev Jeeves regarding an update on the Cultural Centre Committee Working Group, be received and referred to the budget process.

Carried

On November 26, 2019 Council Minutes 29 Special – Capital Budget

Written Public Submissions

CR2019-667

Moved By Councillor Richardson

Seconded By Councillor Ashmore

That the November 14, 2019 correspondence from Susan Taylor, regarding the 2020 Proposed Special Projects Budget, be received.

Carried

CR2019-672

Moved By Councillor Seymour-Fagan

Seconded By Councillor Richardson

That Decision Unit Identifier 202, Cultural Centre Feasibility Study in the amount of \$50,000.00, be added to the 2020 Special Projects Budget.

Carried

At Council meeting of January 28, 2020, Council adopted the following resolution:

CR2020-005

Moved By Councillor Elmslie

Seconded By Councillor Yeo

That Report ED2020-002, **Kawartha Lakes Cultural Centre Task Force**, be received; and

That the Terms of Reference for the **Kawartha Lakes Cultural Centre Task Force** in the form of Appendix A to report ED2020-002 be approved and adopted by Council.

Carried

At the Council meeting of March 19, 2020, Council adopted the following resolution:

CR2020-104

Moved By Councillor Richardson

Seconded By Councillor Seymour-Fagan

That the following members of the public be appointed to the Kawartha Lakes Culture Centre Task Force:

Susan Taylor for a term ending March 31, 2021

Beverly Jeeves for a term ending March 31, 2021

Dianne Lister for a term ending March 31, 2021

Patrick Murphy for a term ending March 31, 2021

Barbara Doyle for a term ending March 31, 2021.

Carried

The Task Force did not start in April 2020 because of the State of Emergency declared by the City in response to the COVID-19 pandemic. When the State of Emergency was lifted late July 2020, staff brought a request to defer the project to 2021 as the Community partners did not feel that the study could be completed in a virtual way and in person meetings and site visits were not allowed at the time.

At the September 15, 2020 Council meeting:

CR2020-261

Moved By Councillor Yeo

Seconded By Councillor Elmslie

That Report ED2020-019, **Kawartha Lakes Cultural Centre Task Force**, be received;

That the request for deferral received from the Kawartha Lakes Arts Council and the Kawartha Cultural and Heritage Network of the **Kawartha Lakes Cultural Centre Task Force** and the 2020 Cultural Centre Feasibility study be granted;

That the \$50,000 budgeted for the project be extended to reflect the new timeframe; and

That the Term of the Taskforce be extended one year to March 31, 2022.

Carried

The Task Force met on April 6, 2021 to kick start the study, confirm the Task Force representative on the procurement evaluation panel and to extend the Terms of Reference to coincide with the budget deadline of June 30, 2022.

The June 15, 2021 Council meeting:

CR2021-302

That Report ED2021-028, **Extension of the CCFTF Terms of Reference**, be received;

That Council endorse the extension of the Cultural Centre Feasibility Task Force to June 30, 2022; and

That Council extend the appointments of the current Cultural Centre Feasibility Task Force members to June 30, 2022:

Barbara Doyle, Community Member at Large

Beverly Jeeves, Kawartha Lakes Culture and Heritage Network

Dianne Lister, Creative Economy Representative

Patrick Murphy, Community Member at Large

Susan Taylor, Kawartha Lakes Arts Council

Councillor Tracy Richardson

Councillor Kathleen Seymour-Fagan

Carried

This report addresses the completion of the work of the Task Force and presents the findings of the study.

Rationale:

Since 2015, the City of Kawartha Lakes has been working with the Kawartha Lakes Arts Council and the Kawartha Lakes Culture and Heritage Network to assess the need for a cultural centre(s) within the City. In 2019, Council allocated \$50,000 to match money provided by the Kawartha Lakes Arts Council and Kawartha Lakes Culture and Heritage Network and directed staff to partner with these stakeholders and undertake a feasibility study to test the viability of a project concept by a number of different measures and provide objective analyses on the deliverables as follows:

- Assess for viability the proposed model for a cultural centre/hub;
- Make recommendations to deal with identified facility management issues in cultural facilities owned by the municipality;
- Recommend capital budget and an operating budget models;
- Review potential funding sources;
- Recommend potential governance models; and
- Propose next steps based on the study outcomes.

It was felt that there was a direct correlation between cultural activities and economic development and that to assess the feasibility of a cultural centre(s) was an investment in an economic cluster that continues to see gains in sales and employment within the City of Kawartha Lakes.

A municipally appointed Taskforce was struck in March 2020 to act as a steering committee for the project. Comprised of five (5) residents and two (2) members of Council the Task Force was asked work with the successful firm to help shepherd the feasibility study to fruition.

Members of the Task Force included: Councillor Richardson, Councillor Seymour-Fagan, Susan Taylor, Athol Hart, Patrick Murphy, Barbara Doyle. Dianne Lister and Beverly Jeeves also dedicated time to the Task Force at the beginning of its tenure.

An internal **Technical Advisory Committee** was formed as a resource to the work of the consultant(s). It was comprised of staff from Development Services, Engineering & Corporate Assets, Corporate Services, Community Services, Clerks Department and/or their designate Managers and Supervisors. Information from the Technical Advisory

Committee feed into the consultants' findings and was shared with the Task Force through attendance at Task Force meetings and the Project Manager.

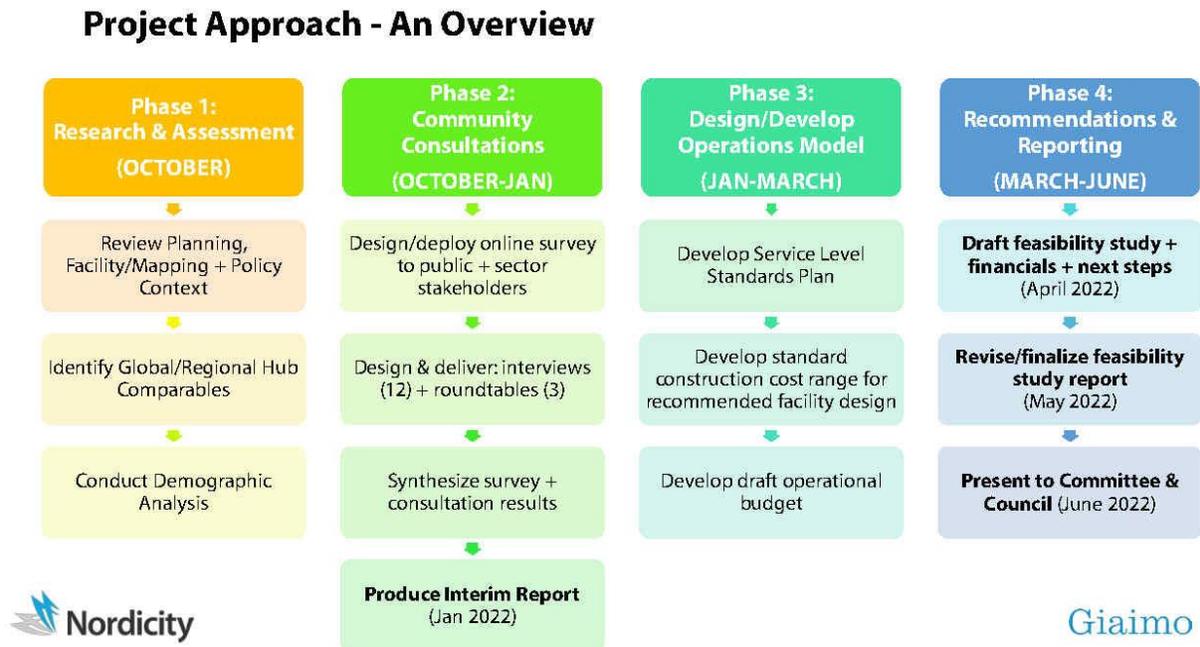
The Project Manager, together with the Consultant, was responsible for obtaining inter-Departmental and stakeholder input as needed. For validation purposes, the Consultant reengaged the twelve community cultural stakeholders to verify foundational assumptions from 2017.

220 residents completed surveys through the City's Jump-In platform, and two (2) round table meetings with cultural and heritage stakeholders and Curve Lakes First Nations were held. A review of all pertinent documents, strategic plans and the 2020-2030 Cultural Master Plan rounded out the research and feedback loop required.

Cultural Centre Feasibility Study

The Cultural Centre Feasibility Study Task Force had its first meeting on April 6, 2021. At that time, the municipal procurement process was approved with Dianne Lister, appointed as the community representative on the proposal review committee. The Request for Proposals (RFP) was issued in April with a closing date of July 29, 2021. Nordicity and Giaimo as the successful firm held a kick off meeting with the Taskforce on September 29, 2021. The project approach was shared with the Taskforce and their outline was approved to commence. Work completed through Phase 1 & 2 was synthesized into an interim report for review and comment. A visioning exercise was held to inform next steps for Phase 3. Modeling to activate the research findings for design and development of a new cultural centre were completed in March and April. A loose structure for programming in outer hubs was also explored with a final feasibility report submitted in May 2022.

An overview of the four (4) phase project approach was provided to kick off the study:



Note: Pandemic restrictions and the full shut down again of all non essential services in January 2022 required a massaging of timelines presented in the project approach but over all work was able to continue to successful completion of the feasibility study.

Cultural Centre Feasibility Study Recommendations

The Feasibility Study found that a cultural centre is feasible and desired.

Emerging Vision for the Cultural Centre

Nordicity found that building on municipal archive and collection facility needs, the Kawartha Lakes cultural centre is intended to be a facility that responds to the current and future space needs reported by the arts, culture and heritage sectors. The Centre would aim to set in place a viable operating model that invites Kawartha Lakes' cultural and heritage organizations and artists to share space and programming assets. Furthermore, the facility would:

- **Celebrate Kawartha Lakes' rich cultural and heritage assets and support greater public access to those assets** – e.g., through shared exhibitions, educational workshops and research support;

- **House and showcase cultural assets and content of its partners (as desired) in a space that is fit-for-purpose** for long-term care and management;
- **Provide support to the broader cultural and creative sector** which is seeking affordable and accessible yet professional space to create and practice; and
- **Be optimized to respond most effectively for the community's cultural and heritage uses** e.g., rehearsals for live performance; stimulate exhibitions of the work of local artists; welcome the general public to experience the different arts disciplines; and store/help manage Kawartha Lakes' historic assets.

Across consultations, community members highlighted the following user groups or audiences to attract to a future cultural centre:

- Artists and Practitioners;
- Arts, Cultural, Creative and Heritage Organizations;
- Residents in the immediate and surrounding regions including Seniors, Newcomers to Kawartha Lakes, Families, Youth and Seniors;
- Tourists and Visitors;
- Indigenous people and the surrounding First Nations; and
- Post-secondary institution researchers, programs and partners.

Ultimately, the cultural centre would be a transformational community asset that would support greater cohesiveness across the culture and heritage network in Kawartha Lakes and be a model for institutional development and sustainability for future generations.

To realise this vision, recommendations from the Cultural Centre Feasibility Study are for the City to apply through the Canada Cultural Spaces Fund to build a purpose built cultural centre that will house both the municipal archive and curatorial space and the cultural space identified through this study. Phase 2 will finalize the location, building envelope and operational model. The Canada Cultural Spaces Fund (CCSF) supports the improvement of physical conditions for arts, heritage culture and creative innovation, renovation and construction projects, the acquisition of specialized equipment and feasibility studies related to cultural spaces.

The Task Force supports the recommendations found in the Cultural Centre Feasibility Study and recommends that Council adopt the report and next steps:

CCFTF2022-006

Moved By S. Taylor

Seconded By A. Hart

That the Feasibility Study for a Culture Centre(s) in the City of Kawartha Lakes Task Force report and presentation be accepted as received with clarifications; and,

That the Task Force recommend that Council adopt the recommendations found within the study as presented by Nordicity Consulting.

Carried

Clarification regarding next steps and the centre's financing as a municipal facility were requested and Nordicity has provided additional information that clarifies work required in the next 1-5 years.

Looking ahead, transparent communication and collaboration will help to advance towards implementation. Recommended next steps are described below with site selection as a critical milestone:

- 1. City to share the results of the study** with key stakeholders including the arts, cultural and heritage community, members of the public (through Jump In Kawartha Lakes), Curve Lake First Nation, post-secondary institutions and other interested community groups.
 - For example: The desire to adapt or re-use and augment an existing space was deemed a priority from members of the public and the cultural sector. However, waiting for the right location to become available, given constraints, could take time. This report should be used to understand if any flexibility exists that could widen the pool of potential locations to be able to advance to site selection.
 - In parallel, expand on the role of outlying hubs and spokes: Establish the broad governance framework and shared services model that includes clear detail about how the outlying hubs can make use of the central facility.

2. Undertake further site exploration, selection and feasibility analysis:

Design, cost and operational modelling needs and capital should be finalized through the CCSF. However, the CCSF does require a site selected in order to proceed so consultation with CCSF required to clarify. The insights provided throughout this study, in particular Section 3 and Appendix C and D, should be considered to allow for future site selection.

- Consult with CCSF regarding funding sources for further study e.g., CCSF Feasibility Study stream;
- Seek further guidance to potentially expand pool of potential locations beyond municipal assets. If appropriate, initiate discussions with developers about potential green sites attached to proposed new developments; and
- Secure funding to do site-specific feasibility study (e.g., through CCSF) and initiate RFP for Design Feasibility Study for Cultural Centre on specific site.

3. Refine operating and capital cost estimates presented in this report:

This report was tasked to present a high-level financial analysis. Looking ahead, more detail and specificity will be required. Advance from the “category” of cost or expense, towards a stronger understanding of demand from, for example, potential space renters/tenants, and the public. Continually refine operating model assumptions along the way.

4. Identify/initiate a fundraising and financing strategy:

There will be a need to access multiple tiers of funding to advance the cultural center. Based on the cost structure and findings outlined in this report, initiate a capital campaign and fundraising strategy study to better understand potential of various sources/tiers of funding. An awareness of the impact of fundraising on rate payers is required when designing the campaign.

5. Design and award RFP for full Architectural Services:

Once a site is selected, identify an architectural and design consultant team to develop a design concept and schematic design based on the programming, size, and scale recommendations and design and standards guidelines developed within this study. This study would entail schematic design through construction

administration with full consultant team engaged i.e. architect, landscape architect, civil, structural, mechanical, electrical, costing, transportation, Indigenous architect, further public engagement and any other required specialists.

The development of a cultural centre for Kawartha Lakes has been a community, culture sector and City discussion for nearly a decade. Ultimately this study represents a critical step in determining the feasibility of advancing the vision and concept based on current community needs, operational realities, site availability, scale and location considerations.

The Economic Development Department supports the recommendations and work plan.

Other Alternatives Considered:

No other alternative is proposed.

Alignment to Strategic Priorities:

The following guiding principles outline the foundation for all City work, and apply to the cultural centre(s) Feasibility study:

- Fiscally Responsible
- Open and Transparent
- Partner and Collaborate
- Service Excellence

The Cultural Centre Feasibility Study identifies most notably, with Priority 2: An Exceptional Quality of Life to be achieved through a more culturally vibrant community promoting culture, arts and heritage. Furthermore, in 2020, Council adopted the Kawartha Lakes Cultural Master Plan (CMP) (2020-2030) to expand the scope of support to include the support for a cultural centre. The CMP identifies improving cultural spaces and places as a priority and during consultations with twelve (12) Kawartha Lakes not-for-profit cultural organizations, there was broad support for a new cultural centre or centres in the City.

Financial/Operation Impacts:

Increase the Capital forecast for the Long-Term Financial Plan for the cultural centre based on recommendations through Phase 2 of the Canada Cultural Spaces Fund.

Consultations:

Cultural Centre Feasibility Study Task Force

Staff Technical Advisory Committee

12 Cultural Organizations

220 respondents to the Jump-In survey

Community Services

Engineering and Corporate Assets

Realty Services

Records and Archives

Kawartha Lakes Library Services

Attachments:

Appendix A – Cultural Centre Feasibility Study



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Department Head: Richard Holy, Director of Development Services