integrating culture in city planning

Photograph by Graham Crawford
We must put culture and place at the centre of building Canadian communities.

External Advisory Committee on Cities and Communities (Harcourt) Commission

A defining characteristic of municipal cultural planning is the integration of culture across all facets of municipal planning and decision-making. Phase 1 of the OCC Project undertook research and analysis aimed at establishing the planning context in Hamilton for the development of a Cultural Policy and Plan. The research and analysis completed in Phase 1 identified strategic themes and planning opportunities that will be examined in more depth in Phase 2 of the OCC Project. The research and analysis component of Phase 1 included the following steps:

2. Identifying all potentially relevant City policies, plans and strategies. See Planning Documents Resource List (Appendix H).
3. Reviewing the relevant City policies, plans and strategies to extract policy themes and priorities. See Overview of Hamilton Plans and Strategies (Appendix I).
4. Identifying existing and potential opportunities to connect culture with the planning context in Hamilton. See Planning Context Research (Appendix J).
5. Developing three overarching strategic themes. The research behind the development of the strategic themes is outlined in the Statistical Research Report (Appendix C), Planning Document Research List (Appendix H) and Overview of Hamilton Plans and Strategies (Appendix I). Final results of the research and analysis of the planning context in Hamilton are set out in the Planning Context and Themes (Appendix J).

As a result of the research and analysis of the City’s planning context in Phase 1 of the OCC Project, three overarching Strategic Themes emerged for further discussion in Phase 2. The three overarching Strategic Themes will be presented to the community and project stakeholders for discussion and feedback as part of the Phase 2 process. The final results of the consultation process will contribute to the Cultural Policy and Plan to be brought forward for Council’s approval.

Statistical Snapshot of Hamilton

Introduction

The City of Hamilton is now the ninth largest census metropolitan area (CMA) in Canada just behind Winnipeg but ahead of London. The data provided by the census speaks authoritatively about population – where people have settled, where they came from, and what characteristics they share. The 2001 and 2006 Census reveals a range of data that will be used to inform the development of a Cultural Policy and Plan for Hamilton. The following Census Data tables can also be found in the Statistical Research Report (Appendix C).

Hamilton Showing Its Age

The people of Hamilton are aging. The city’s median age was 0.6 years above the provincial figure in 2001, but in the most recent census that figure has climbed to 0.9 years above the provincial mark.
Additionally, the proportion of Hamilton’s population in age brackets below 65 is either at parity or smaller than the province’s distribution. Those residents above the age of 65 make up 15.1% of Hamilton’s population, an 11% increase over the provincial number. Reflected in this figure is the fact that Hamilton has a 14% greater proportion of its citizens over the age of 85 than the rest of the province.

Hamilton’s aging population raises several considerations for a Cultural Policy and Plan. With more discretionary time and more disposable income than earlier in their working lives, an aging population

<table>
<thead>
<tr>
<th>Median age of population (years)</th>
<th>Year</th>
<th>Hamilton</th>
<th>Province</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2006</td>
<td>39.9</td>
<td>39.0</td>
</tr>
<tr>
<td></td>
<td>2001</td>
<td>37.8</td>
<td>37.2</td>
</tr>
</tbody>
</table>

This median age figure puts Hamilton in the upper-middle range relative to many other Ontario small and medium-sized cities.

**Median Age of Selected Ontario Cities**

<table>
<thead>
<tr>
<th>City</th>
<th>2006</th>
<th>2001</th>
<th>1991</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kitchener</td>
<td>36.4</td>
<td>35.3</td>
<td>33.5</td>
<td>35.1</td>
</tr>
<tr>
<td>Guelph</td>
<td>36.8</td>
<td>35.7</td>
<td>33.7</td>
<td>35.4</td>
</tr>
<tr>
<td>Oshawa</td>
<td>37.5</td>
<td>35.8</td>
<td>33.6</td>
<td>35.6</td>
</tr>
<tr>
<td>Windsor</td>
<td>37.7</td>
<td>36</td>
<td>34.8</td>
<td>36.2</td>
</tr>
<tr>
<td>London</td>
<td>38.6</td>
<td>36.9</td>
<td>34.8</td>
<td>36.8</td>
</tr>
<tr>
<td>Hamilton</td>
<td>39.9</td>
<td>37.8</td>
<td>36.1</td>
<td>37.9</td>
</tr>
<tr>
<td>Kingston</td>
<td>40.7</td>
<td>38.1</td>
<td>35.3</td>
<td>38.0</td>
</tr>
<tr>
<td>Peterborough</td>
<td>42.8</td>
<td>40.5</td>
<td>37.8</td>
<td>40.4</td>
</tr>
</tbody>
</table>

A Spring Market Display - Hamilton Farmers’ Market - Hamilton Public Library, Local History and Archives Department
Hamilton Tells Its Stories In Many Languages

No fewer than 9,360 of Hamilton’s census participants claimed no knowledge of either of Canada’s official languages. In addition, 156,230 reported that their mother tongue was something other than English or French. This figure, comprising 22.9% of Hamilton’s population, lags behind Ontario’s average of 27.2%, but the provincial figure is skewed heavily by the influence of Toronto. By anyone’s measure, Hamilton is a remarkably multilingual city.

There is also a noteworthy growth trend with respect to Hamilton’s linguistic mix. The number of Hamiltonians whose mother tongue was a non-official language increased from 2001 to 2006 by a substantial margin: 11%. This figure outpaces Hamilton’s gross population growth by a factor of two.

Increasing levels of diversity in many Canadian cities is raising both challenges and opportunities in municipal cultural planning. Diversity brings great richness and complexity to the culture of a community. Diversity also challenges many established arts and heritage institutions many of which were established in a time of greater homogeneity in cultures and cultural traditions.

<table>
<thead>
<tr>
<th>Mother tongue</th>
<th>2006</th>
<th>2001</th>
<th>Hamilton % Change 2001 - 2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>English only</td>
<td>516,360</td>
<td>503,045</td>
<td>2.6</td>
</tr>
<tr>
<td>French only</td>
<td>9,725</td>
<td>9,845</td>
<td>1.2</td>
</tr>
<tr>
<td>English and French</td>
<td>1,135</td>
<td>1,265</td>
<td>10.3</td>
</tr>
<tr>
<td>Other language(s)</td>
<td>156,230</td>
<td>140,910</td>
<td>10.9</td>
</tr>
<tr>
<td>Total population</td>
<td>683,450</td>
<td>655,060</td>
<td>4.3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>Hamilton</th>
<th>Province</th>
<th>%</th>
<th>Hamilton</th>
<th>Province</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>683,450</td>
<td>12,028,900</td>
<td></td>
<td>655,060</td>
<td>11,285,545</td>
<td></td>
</tr>
</tbody>
</table>
The Immigrant Experience

Hamilton has the third highest proportion of foreign-born residents in Canada, after Toronto and Vancouver – one quarter of its population. During the 1990s, Asian and European countries represented the lion’s share of places of origin for new immigrants, (81 per cent of all Hamilton’s newcomers came from one of those two continents in 2001). Also in the 2001 Census, Yugoslavia was listed as the single most popular country of origin for Hamiltonians, also home for about 8% of all foreign-born people who came to Hamilton during the 1990s.

As mentioned earlier Hamilton’s population is significantly older than Ontario’s average. Amongst immigrants, an interesting deviation from the provincial breakdown is observed. Of Hamilton’s population over 15 years of age, 29.4% are first generation immigrants, according to 2006 census figures. This is lower than the province-wide proportion of 34 per cent. Conversely, more of Hamilton’s population is ‘second generation’ than the provincial average: 24.5 versus 19.5 per cent. The third generation figures, meanwhile, are practically identical. A telling indicator about Hamilton’s historic migration patterns versus that of the province is a comparison on ‘period of immigration’. The ratio of immigrants arriving in Ontario before 1991 to those who immigrated after 1991 is approximately 1.2. In Hamilton, pre-1991 immigrants outnumber more recent immigrants by a 2:1 margin. Much of Hamilton’s

<table>
<thead>
<tr>
<th>2006</th>
<th>Hamilton</th>
<th>% of Total</th>
<th>Ontario</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st generation</td>
<td>164,670</td>
<td>29.4</td>
<td>3,340,210</td>
<td>34.0</td>
</tr>
<tr>
<td>2nd generation</td>
<td>132,275</td>
<td>24.5</td>
<td>1,912,460</td>
<td>19.5</td>
</tr>
<tr>
<td>3rd generation</td>
<td>257,590</td>
<td>46.0</td>
<td>4,566,750</td>
<td>46.5</td>
</tr>
<tr>
<td>Total population (15+)</td>
<td>559,540</td>
<td></td>
<td>9,819,420</td>
<td></td>
</tr>
</tbody>
</table>

As mentioned earlier Hamilton’s population is significantly older than Ontario’s average. Amongst immigrants, an interesting deviation from the provincial breakdown is observed. Of Hamilton’s population over
Visible Minorities

In 2001, one in ten people in Hamilton was a visible minority. In 2006, this figure is closer to one in eight. South Asian, Black, and Chinese comprise the largest identities, but the fastest increases in the past five years have come from South Asian, Southeast Asian, West Asian and Arab identities.

In addition, Hamilton’s aboriginal population increased between the 2001 and 2006 censuses by 1620 persons, a 22% jump. This is particularly noteworthy given Hamilton’s extensive pre-European history with the Iroquois, Seneca, Mohawk, Oneida, Onondaga, Cayuga, and Huron First Nations active in the Hamilton area.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Chinese</td>
<td>11,660</td>
<td>1.7</td>
<td>8,995</td>
<td>1.4</td>
<td>24.2</td>
</tr>
<tr>
<td>South Asian</td>
<td>19,970</td>
<td>2.9</td>
<td>14,285</td>
<td>2.2</td>
<td>34.0</td>
</tr>
<tr>
<td>Black</td>
<td>16,480</td>
<td>2.4</td>
<td>12,850</td>
<td>2.0</td>
<td>22.9</td>
</tr>
<tr>
<td>Filipino</td>
<td>4,880</td>
<td>0.7</td>
<td>4,950</td>
<td>0.8</td>
<td>5.5</td>
</tr>
<tr>
<td>Latin American</td>
<td>6,755</td>
<td>1.0</td>
<td>4,945</td>
<td>0.8</td>
<td>30.9</td>
</tr>
<tr>
<td>Southeast Asian</td>
<td>6,805</td>
<td>1.0</td>
<td>4,910</td>
<td>0.8</td>
<td>32.8</td>
</tr>
<tr>
<td>Arab</td>
<td>6,500</td>
<td>1.0</td>
<td>4,490</td>
<td>0.7</td>
<td>38.8</td>
</tr>
<tr>
<td>West Asian</td>
<td>3,915</td>
<td>0.6</td>
<td>2,370</td>
<td>0.4</td>
<td>58.3</td>
</tr>
<tr>
<td>Korean</td>
<td>2,255</td>
<td>0.3</td>
<td>2,030</td>
<td>0.3</td>
<td>6.5</td>
</tr>
<tr>
<td>Japanese</td>
<td>1,415</td>
<td>0.2</td>
<td>1,165</td>
<td>0.2</td>
<td>16.4</td>
</tr>
<tr>
<td>Visible minority, n i.e.</td>
<td>1,340</td>
<td>0.2</td>
<td>2,005</td>
<td>0.3</td>
<td>35.9</td>
</tr>
<tr>
<td>Multiple visible minority</td>
<td>2,315</td>
<td>0.3</td>
<td>1,390</td>
<td>0.2</td>
<td>59.6</td>
</tr>
<tr>
<td>Total visible minority population</td>
<td>84,295</td>
<td>12.3</td>
<td>64,380</td>
<td>9.8</td>
<td>25.5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Identity</th>
<th>2006</th>
<th>2001</th>
<th>Delta</th>
<th>Percentage Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aboriginal population</td>
<td>8,890</td>
<td>7,270</td>
<td>1,620</td>
<td>22.3</td>
</tr>
</tbody>
</table>
Despite its diversity, a high number of Hamiltonians still hail from more traditional backgrounds: in the 2001 Census, three out of ten Hamiltonians claimed to have sole ethnic origin from the British Isles, a fairly high figure in provincial terms.

On the topic of religion, Hamilton is not significantly different from provincial distributions. There are slightly more Catholics and Protestants, but fewer people of Muslim, Sikh, Buddhist, Hindu and Jewish faiths. The influence of urban Toronto on the provincial numbers is again a factor; but overall Hamilton is very similar to the rest of the province.

A Transient Population and the Role of Students

Despite mobility data (‘years at same residence’) being similar to the provincial average, other indicators show a more transient population in Hamilton. There are slightly more one-person households and median rental payments cost $736 per month, well below the provincial median of $801. Payments for owner-occupied dwellings, on the other hand, were identical to the provincial figure in payments per month. Of the married or common-law households, there are proportionally more without children in Hamilton than in the rest of Ontario.

Post secondary institutions such as Mohawk College of Applied Arts & Technology, Redeemer University College and McMaster University, add a substantial number of relatively transient young people to Hamilton’s social fabric. Of Hamiltonians aged 15 and older, over 84,000 were enrolled in full or part-time studies, representing nearly 13% of the total population.

In 2006, the Census introduced breakdowns of Major field of study.

Conclusion

The Census data provides a snapshot of Hamilton’s population and demographics that have significant implications for the development of Hamilton’s Cultural Policy and Plan and will need to be examined in more detail in the Phase 2 process.

<table>
<thead>
<tr>
<th>Degree</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education</td>
<td>18,850</td>
</tr>
<tr>
<td>Visual and performing arts; and communications technologies</td>
<td>10,120</td>
</tr>
<tr>
<td>Humanities</td>
<td>15,195</td>
</tr>
<tr>
<td>Social and behavioral sciences and law</td>
<td>30,395</td>
</tr>
<tr>
<td>Business; management and public administration</td>
<td>58,505</td>
</tr>
<tr>
<td>Physical and life sciences and technologies</td>
<td>9,425</td>
</tr>
<tr>
<td>Mathematics; computer and information sciences</td>
<td>10,650</td>
</tr>
<tr>
<td>Architecture; engineering; and related technologies</td>
<td>65,445</td>
</tr>
<tr>
<td>Agriculture; natural resources and conservation</td>
<td>4,005</td>
</tr>
<tr>
<td>Health; parks; recreation and fitness</td>
<td>41,605</td>
</tr>
</tbody>
</table>
The City of Hamilton’s Official Plan, completed in June, recognized the creative cultural sector as one of the key clusters in the city’s economy.

Strategic Themes for Phase 2

In researching and analyzing existing City of Hamilton plans and strategies a range of themes emerged that provide opportunities to embed culture in Hamilton’s planning system. The first opportunity to integrate culture into planning processes is to extend the reach and impact of plans by including the concept of culture and cultural assets in planning discussions. Culture can add value and yield stronger outcomes across a wide range of planning domains. The second opportunity that flows from a fuller integration of culture is to tap resources and energies in other planning fields to support the further development of cultural assets in Hamilton.

The research behind the development of the Strategic Themes is outlined in the Statistical Research Report (Appendix C), Planning Document Resource List (Appendix H) and Overview of Hamilton Plans and Strategies (Appendix I). Final results of the research and analysis of the planning context in Hamilton are set out in the Planning Context and Themes (Appendix J).

All these opportunities will inform the development of a Cultural Policy and Plan for Hamilton in Phase 2 of the OCC Project. The three overarching Strategic Themes that were identified in Phase 1 for further examination in Phase 2 are as follows:

- Strategic Theme One – Creative Hamilton;
- Strategic Theme Two – Culture Feeds Sustainability; and,
- Strategic Theme Three – Cultural Sector Development.

Strategic Theme One: CREATIVE HAMILTON

Hamilton’s leadership in creative economy building is continuing to grow and be recognized by those associated with municipal cultural planning as evidenced in the previously referenced report Ontario in the Creative Age. The City of Hamilton’s Official Plan, completed in June, recognized the creative cultural sector as one of the key clusters in the city’s economy. In addition visionary projects such as the Hamilton Creative Catalyst Project are helping regenerate the downtown and redefine Hamilton’s image of itself.18

The 3T’s of Economic Development

As a starting point for examining the larger context and the development of the Cultural Policy and Plan for Hamilton, an initial analysis of Hamilton’s performance on the 3T’s (Technology, Talent, Tolerance) of Economic Development yields mixed results. Richard Florida has identified that the 3T’s are essential to attracting and retaining creative capital and building creative economies. Outlined below are definitions of the 3T’s as well as applications for Hamilton.

The first T refers to Technology. In this context, technology is the environment and strategies that encourage innovative processes and technologies to ensure products are successful and sustainable in the market.

In the area of technology, Hamilton ranks 9th overall (near bottom of its peer group). While having made enormous progress in the areas of high-tech industries and innovation, Hamilton’s economy is still weighted in older forms of production.
The second T refers to Talent. In this context, talent is the ability of individuals to transfer their talents into high value economic activities and occupations. Generally, regions that are welcoming to diverse groups of people will cultivate an environment which is conducive to creativity.

In the area of talent Hamilton ranks 4th overall among its peer regions (3 others in the U.S.) which is based on the share of the workforce in the Creative Class. Though the city is failing to attract and retain people with a post secondary degree such as a B.A. (or higher), it appears that the talent numbers for Hamilton are remaining constant.

The third T refers to Tolerance. In this context, tolerance is a city’s capacity to create an environment of openness to a multitude of perspectives and diversity of people.

Hamilton is heavily influenced by a strong immigrant culture with almost one quarter of the population being foreign born.

Hamilton ranks 2nd overall on the composite Tolerance Index, a positive sign for the region.

Considerations for Phase 2

Hamilton is already well on its way in recognizing and encouraging creative and knowledge-based industries as a source of wealth creation. Hamilton’s health care sector now exceeds the steel industry as the largest employer; education, government services and technology sectors are also developing rapidly. Planning for creativity is also apparent in City’s plans related to ‘clusters of innovation’ or industry clusters in Hamilton. In order to connect the Cultural Policy and Plan for Hamilton to the City’s goals related to creative economy building, considerations should be given to:

• Examine opportunities to expand Hamilton’s base of creative talent in creative industries and technologies;

• Establish cross-departmental staff working groups to build the shared understanding needed to maximize opportunities in the creative economy;

• Identify additional planning and investment opportunities for both profit and non-profit to participate in cultural programs and initiatives, creative catalyst projects and infrastructure;

• Facilitate the incubation of ideas in the creative cultural industries; and,

• Strengthen linkages between the Community Services Department, Public Works Department and the Planning and Economic Development Department to collaborate and form economic planning teams such as the Hamilton Economic Summit team.
Strategic Theme Two:
CULTURE FEEDS SUSTAINABILITY

The City of Hamilton has a strong commitment to integrated planning to support community sustainability and has adopted Vision 2020 to guide community development. Cultural vitality is essential to a healthy sustainable society. The community has recognized Arts and Heritage as a key theme area for Vision 2020. The development of a Cultural Policy and Plan offers opportunities to renew and develop new key Vision 2020 goals and indicators.

1. Building Capacity to Support Integrated Sustainability Planning

Sustainability is a strong theme in City of Hamilton planning. The City’s 2008 Strategic Plan envisions the City of Hamilton as a complete community: “The best place in Canada to raise a child, promote innovation, engage citizens and provide diverse economic opportunities”.

As previously identified, Vision 2020, describes the City’s vision of a strong healthy, sustainable Hamilton shared by citizens, City Council, businesses and organizations. Since its adoption in 1992, Vision 2020 defines goals, strategies and actions for achieving sustainability built on four principles:

1. Fulfillment of human needs for peace, clean air and water; food, shelter; education, arts, culture, and useful and satisfying employment.

2. Maintenance of ecological integrity through careful stewardship, rehabilitation, reduction in wastes and protection of diverse and important natural species and systems.

Considerations for Phase 2

In examining ways in which a Cultural Policy and Plan for Hamilton could address integrated planning goals and approaches consideration should be given to:

- Develop cultural measures and indicators to support an integrated planning approach for the City (e.g., municipal performance measurement, environmental impacts). The measures and indicators could be used to quantify the impacts/benefits of infrastructure development, regeneration and land-use projects; and,

- Work toward developing consistent language and vocabulary to integrate culture in the City’s overall policy development and planning processes.
The following section identifies opportunities to build the Cultural Policy and Plan into integrated planning for sustainability in Hamilton. Strategic Theme Two, Creative Hamilton, identifies opportunities to bring culture into planning for the economy. The following sections focus on environmental sustainability, social equity and cultural vitality.

2. Culture and Environmental Sustainability

An important opportunity in Phase 2 will be identifying opportunities for culture to be integrated in all aspects of land-use and infrastructure planning and urban design in Hamilton. The inclusion of cultural planning will support the City’s ambition to be a vibrant cultural centre with creative hubs, precincts and distinctive cultural industry clusters. The support and development of cultural resources is central to building an aesthetic, vibrant and ‘liveable’ urban city, complete communities and rural areas with unique heritage and cultural attributes.

Planning for the stronger inclusion of culture in land use planning, urban design, and public works projects relates directly to planning for the public realm. The public realm is the existing and potential elements of a city that are primarily in public ownership, and generally used by all in everyday life. This includes urban parks, open spaces, downtown public spaces, streetscapes and pedestrian or vehicular corridors. These prominent and visible aspects of an urban setting fundamentally shape livability, economic vitality, aesthetic quality, and the character of the pedestrian environment. In the public realm, culture is expressed through the design of place and the unfolding of social interactions.

The City has new powers through the Planning Act to regulate exterior design of buildings and an increase in

**Case Study:**
Applications of Cultural Planning in Land Use Planning - Regional Municipality of Niagara

One example of the creative use of cultural planning in support of land use planning and enhancing the public realm has been undertaken by the Regional Municipality of Niagara.

One facet of the development of a Community Improvement Plans for the Region was establishing a public-private sector partnership to invest in public art.

Enhancements to the public realm through this program were cited as consistent with principles set out in the Province’s Places to Grow legislation. Specifically the program supports Smart Growth Principle # 5: To foster distinctive, attractive communities with a strong sense of place.

Touchdown by Tony Gzellmann - City of Hamilton Art in Public Places Collection
There is a growing movement in contemporary planning practice that recognizes the imperative to create compact, complete communities that are rooted in a sense of place, that cherish distinctiveness, and that embrace sustainable approaches to land use planning and urban design.

Considerations for Phase 2

In examining ways in which a Cultural Policy and Plan for Hamilton can advance goals related to land use and environmental sustainability, considerations should be given to:

- Develop tools and planning capacity to include culture in public works project planning (capital, transit, beautification etc.), and land-use planning for complete communities (mixed-use, nodes and corridors; creative industry clusters, cultural hubs, downtown and neighbourhood revitalization);

- Include Culture Division staff and cultural sector representatives in the review of planning projects, public works projects, development applications, secondary plans and studies etc.;

- Explore the feasibility of including culture in Environmental Class Assessments to measure impacts/benefits for development and land-use projects;

- Develop and implement public art policies and strategies to enhance urban design and the public realm;

- Include culture in creating a balance of services which promote ‘live/work/play in mixed-use and destination areas;

- Include cultural elements in urban nodes and corridors development;

- Link cultural planning and land-use planning to other environmental and neighbourhood initiatives;

- Identify cultural infrastructure needs that could capitalize on government funding opportunities; and

- Explore opportunities to integrate culture in the work of Volunteer Hamilton’s Bay Area Leadership program. The Bay Area Leadership Program brings together professionals in Burlington and Hamilton to examine challenges in the areas of social, economic and environmental issues.

3. Culture and Social Equity

a) Hamilton as the Education City

In 2004 a Mayor’s Roundtable was initiated in partnership with the Industry-Education Council of Hamilton. Comprised of senior leaders from Hamilton’s educational institutions, the team identified Hamilton’s strengths as an Education City with the potential to develop the city’s creativity and human capital. A Cultural Policy and Plan for Hamilton must support and advance this vision.

- People: This is the story of education as the source of human capital - Hamilton’s reputation as a prominent education city where learning leaders, faculty, students and graduates actively contribute to building local prosperity.
Today it takes more than physical infrastructure to create an attractive business environment. Communities also need to offer access to human capital and research output, and provide networks - social, professional and telecommunication - required to build vibrant economic clusters.

Ontario in the Creative Age completed extensive analysis of the new competencies needed to succeed in the creative age. Many of these skills and talents the report identifies as core competencies in the creative economy are those fostered in the creative cultural industries and cultural sector: the capacity to continuously innovate and think creatively outside of existing assumptions and norms; analytical abilities and the ability to work with concepts and ideas; sensitivity to context and emotional intelligence, among others.

Considerations for Phase 2
In examining how a Cultural Policy and Plan could contribute to advancing the City of Hamilton’s goals in the area of education consideration should be given to:

- Explore opportunities to connect creative industries and creative clusters with Hamilton’s educational institutions to promote innovation, talent, attraction and retention of youth, immigration retention, among others;
- Examine opportunities to connect youth, new immigrants and diverse communities with creative industries and creative clusters employment and educational opportunities;
- Examine the potential to develop programs that connect the creative cultural industries with educational, skills and training programs for those with mixed post-secondary and industry related education and experience;
- Explore apprenticeship and alternate learning programs between the creative cultural industries and other industry clusters, post-secondary institutions and the Hamilton Training Advisory Board;
- Examine opportunities to build and establish more formal partnerships/collaborations between the Cultural Division and Hamilton Training Advisory Board, Job Prosperity Collaborative, Skills Development Flagship, Employment Assistance Research Network and the Planning and Economic Development Department to link education and training with industry cluster development;
• Identify current and potential partnerships/collaborations with social service agencies, employment and labour market, educational, innovation and infrastructure initiatives to capitalize on shared resources and streamline initiatives; and,

• Leverage opportunities through the Public Works Department to extend the use of interpretive signage in parks, trails and open spaces when the opportunity presents itself in highlighting the history or culture of an area.

### Considerations for Phase 2

In connecting a Cultural Policy and Plan for Hamilton to goals related to advancing social equity and inclusion, consideration should be given to:

• Invest in a community engagement process for Phase 2 that reflects a commitment to diversity and inclusion. A variety of marketing tools should be used to engage residents who may have been underrepresented in the past, including diverse communities, youth and seniors groups;

• Engage diverse communities in expanding cultural mapping to identify the full range of Hamilton’s cultural assets;

• Develop partnerships and work toward connecting cultural plans and actions to existing efforts in this area such as: Corporate Equity and Inclusion Policy, Cultural Roundtable for Poverty Reduction, Settlement and Immigration Services Organization, Jobs Prosperity Collaborative Network, Local Immigration Partnership Council, Hamilton Centre for Civic Inclusion, Human Services Planning, Skills Development Flagship and the Community Services Department’s Public Service Value Chain approach; and,

• Establish formal and informal communication links with current and emerging youth and seniors’ networks such as Youth Engagement and Action in Hamilton Network, the Youth Advisory Council for the City of Hamilton, the Hamilton Council on Aging and the City of Hamilton Seniors Advisory Committee.

### Case Study: Hamilton Creative Catalyst Project (HCCP)

Hamilton is undergoing a remarkable transition, as the local economy expands from traditional manufacturing to more knowledge-based and creative industries. To support this shift, the Imperial Cotton Centre for the Arts (ICCA) launched the Hamilton Creative Catalyst Project (HCCP) and attracted the City of Hamilton as a partner. A creative catalyst will be a physical space that would attract and encourage the economic development of Hamilton’s Creative Industries. It would occupy a large, iconic building (or buildings in a precinct) downtown with an educational/cultural institution as an anchor. This facility could also house a contemporary multi-purpose performance/rehearsal space, offices, studios, retail and hospitality uses. Tenants could include established or new businesses defined as creative industries (e.g. music, film, design, digital media production) or any business that would benefit from co-locating with creative people and businesses, and new enterprises. The building and the programming within it would be designed to encourage interaction amongst the tenants, with the street and the surrounding community.

b) Hamilton as an Inclusive City

As noted earlier, Hamilton has the third highest proportion (25%) of foreign-born citizens after Toronto (44%) and Vancouver (38%). This diversity provides great opportunity, but also poses the challenges faced by all Canadian cities in ensuring equity and access to such a diverse community. For example, like many Canadian cities, there remains higher levels of unemployment amongst recent immigrants compared to Canadian born but recent immigrants have high levels of education (23% with a B.A. or higher).  

A Cultural Policy and Plan for Hamilton must clearly embrace a broad and inclusive definition and understanding of culture and heritage, one that values and celebrates diverse cultural traditions, forms of expression and cultural heritage.
Canadians feel great pride in the places in which they live, a pride that goes beyond economic achievements, social equality and natural wealth…their citizens…need to feel connected with each other and to enjoy a sense of shared community identity. That community identity is the basis of what we mean by culture, and our sense of who we are in our communities is our cultural identity.

External Advisory Committee on Cities and Communities in Canada, 2006

4. Cultural Vitality - Hamilton as a Proud and United City

In a global world, place identity has become increasingly important in attracting and retaining people. Neighbourhoods, cities, regions and countries all vie for defining a one-of-a-kind authenticity to attract people, investment and visitors. There is growing recognition of the strong role that can be played by cultural mapping and cultural planning in discovering and articulating a community’s unique identity and sense of place. Today, as places compete for talent, investment, tourists and profile, every community must up its game and tackle the fundamental questions: Why choose here? What makes us unique?

Hamilton is an amalgamated municipality and the city has many unique assets and stories to tell. The community engagement process proposed for Phase 2 of the OCC Project provides an opportunity to invite the community into a conversation about what makes Hamilton unique.

Hamilton is an amalgamated municipality and the city has many unique assets and stories to tell. The community engagement process proposed for Phase 2 of the OCC Project provides an opportunity to invite the community into a conversation about what makes Hamilton unique.

Considerations for Phase 2

In exploring how a Cultural Policy and Plan could contribute to increasing cultural vitality, consideration should be given to:

- Use the community engagement component of Phase 2 to invite people in Hamilton into a conversation about the city’s unique identity and sense of place using social media tools and strategies;
- Consider how to leverage Hamilton’s unique industrial identity as a powerful story to be told in promoting the city’s unique identity and sense of place, and to attract tourists; and,
- Examine best practices in other cities that have used the community’s unique culture and identity to create marketing and place branding initiatives.
Strategic Theme Three - CULTURAL SECTOR DEVELOPMENT

The City of Hamilton has a proud tradition of leadership in its support for local cultural development. The development of a Cultural Policy and Plan offers an opportunity to move the City’s leadership to the next phase through integrated investment strategies and actions to build sectoral capacity and connectedness. Phase 1 of the OCC Project offers examples of leading cultural planning practice in other municipalities that will be further developed in Phase 2 of the OCC Project.

1. Strengthening the City of Hamilton’s Role in Cultural Development

Municipal cultural planning demands a holistic vision and perspective that requires municipal councils and staff to rethink ‘what culture is’ and how a municipality supports its development. Municipal cultural planning poses challenges for all municipalities and may not fit neatly into existing administrative structures.

Hamilton is modeling a progressive approach to culture and cultural development. The next phase of the OCC project will provide the opportunity to capitalize on cultural sector support through the creation of a Cultural Policy and Plan.

A recently completed study prepared by AuthentiCity for the Ontario Ministry of Culture examined the current state of municipal cultural planning practice in Ontario. The study was based on a survey of municipalities conducted through the Association of Municipalities of Ontario, extensive interviewing and an examination of leading practice. The following were strong themes to emerge from the study:

- Implementing a cultural lens – cross-departmental integration of culture is the essence of municipal cultural planning but is challenged by existing administrative structures and planning regimes. Success stories and best practices are needed to support overcoming these barriers.

- Cultural mapping - support is needed to help municipalities build cultural mapping systems and capacities as the foundation for implementing municipal cultural planning.

- Municipal resourcing – municipal cultural planning expands expectations of municipalities roles and responsibilities both inside and outside government. While much can be achieved through better leveraging existing human and financial resources, ultimately some level of new investment is required in order that the potential of municipal cultural planning to be realized.

- Skills and competencies – in Canadian municipalities, the majority of staff positions dedicated to culture are also tied to direct program delivery. The skills and competencies needed to integrate culture in planning systems differ from those needed in program delivery. These differences must be acknowledged and addressed through accurate job descriptions as well as training and professional development for staff.
However much the City expands its capacity to support and advance cultural development through its own resources and efforts, success ultimately requires building partnerships and collaboration between the municipality and its business and community partners.

2. Partnerships and Collaboration

However much the City expands its capacity to support and advance cultural development through its own resources and efforts, success ultimately requires building partnerships and collaboration between the municipality and its business and community partners.

Leading municipalities, in moving to implement cultural plans, recognize the value of some form of cross-structural and multi-sector form of leadership that ensures the plan remains a ‘living document’ rather than a static report. These forms of leadership are not constituted or mandated Cultural Advisory Committees. Rather, this form of leadership is an action-focused entity dedicated to ensuring the Cultural Policy and Plan is a constantly-evolving document and a source of inspiration and leadership as new ideas and opportunities emerge.

There are a number of leadership models that have proven to be effective for various Canadian municipalities. There is no right or wrong model—each community will adapt and shape their leadership model to meet the needs of their particular community. One leadership model that has been implemented successfully in a number of Ontario municipalities consists of the following four elements.

1. A Cultural Roundtable – a strategic leadership group with members from the six crucial contributors to the municipal cultural planning process: Council, municipal staff, representatives of the creative and cultural sector (broadly defined), the business community, community agencies such as local United Ways and Community Foundations, and post-secondary institutions.

2. Working Groups – task-based working groups established to address specific actions; members of the Working Groups may include members of the Cultural Roundtable but draw primarily on relevant knowledge and interests in the community.

3. Cultural Summits – annual events that bring the larger community together to celebrate successes and identify strategic issues and priorities for the coming year.

4. Issue-based community forums – events convened by the municipality or the Cultural Roundtable to engage the community in discussion about specific issues or opportunities.
3. Strengthening Connectivity

We know that one of the biggest challenges facing the development of the creative cultural industries is lack of connectivity. Many people working in the creative sector work independently. Creative work thrives best when people are provided with opportunities to ‘bump into’ one another generating new ideas, products and services. Three kinds of connectivity can be identified.

1. Digital connectivity – many municipalities experience uneven broadband access across their cities; this reduces the capacity for people to work at a distance from larger centres and can reduce connections and interaction. Solving the digital divide will go a long way to growing the creative economy;

2. Social connectivity – many people in the creative sector work independently, often from home, making them somewhat invisible – to one another and to the larger community. Creative work thrives when people are provided with opportunities to ‘bump into’ one another (e.g. through common work space, networking events etc) generating new ideas, products and services. Fostering networks and connectivity with creative workers in creative industries is needed both within and across communities; and,

3. Business connectivity – the vast majority of creative businesses are small and medium sized enterprises requiring collaboration and shared investment. Creative economy work often results in short term project teams assembling and disassembling, not unlike the Hollywood model where skilled workers collaborate on a movie and then disband, repeating this cycle over and over again. Business networking is required to form these new collapsible alliances.

Considerations for Phase 2

In addressing creative cultural sector development in a Cultural Policy and Plan, consideration should be given to the following issues:

- Examine leading practices for cultural investment strategies in other municipalities that support the development of sustainable and vibrant creative cultural sectors;
- Explore examples of effective cultural partnerships linking libraries, cultural organizations and related programs;
- Examine the establishment of a Cultural Roundtable and shared governance system to support the implementation of the Cultural Policy and Plan and support ongoing cultural development efforts;
- Develop cross-sectoral partnerships with foundations such as the Hamilton Community Foundation etc and funders such as the United Way etc and other corporate funders/sponsors, business enterprises, and service organizations to encourage investment in the cultural sector;