



STAFF REPORT ACTION REQUIRED

Canada150 – Planning for 2017

Date:	November 16, 2015
To:	Economic Development Committee
From:	General Manager, Economic Development and Culture
Wards:	All
Reference Number:	AFS – 21930

SUMMARY

2017 is the 150th Anniversary of Confederation. This report updates Council on the direction given to the General Manager, Economic Development and Culture, to review our local Centennial history and past celebrations, create a strategy for 2017, promote Toronto with a view to staging a major Sesquicentennial event, and make recommendations related to Toronto-based Canada150 initiatives.

The report outlines three different scales of celebration and community engagement. The first is a recommended basic plan is to enhance existing Divisional programs, especially those of the Economic Development and Culture Division (EDC) and theme them around Canada's 150th birthday.

Two options for more significant programs are outlined for Council's consideration: Option A) builds on the basic program by adding three special initiatives; and Option B) proposes a major TO Canada150 Celebration Program – this option includes the basic program plus all the activities proposed by EDC in Option B, plus a much larger community engagement program to become a major, City-wide cross-divisional celebration. Whichever choice of options is selected, planning for the Sesquicentennial should be led by a cross-divisional committee. If Option B is chosen, a secretariat reporting to the Deputy City Manager's office based on the successful template of the Pan Am Host City Showcase program will be needed.

This report requests Council to consider the scope and scale for Canada150 celebrations and direct staff to prepare detailed plans accordingly. It notes that the greatest potential for a major civic engagement initiative that reaches the most residents and visitors, and attracts the most funding, sponsorship and support from other orders government, the private sector, and community partners, is Option B.

RECOMMENDATIONS

The General Manager of Economic Development and Culture recommends that:

1. City Council direct the City Manager to establish a cross-divisional planning team to coordinate Canada150 related initiatives and activities.
2. City Council authorize the City Manager to make submissions for funding to the federal and provincial governments and to pursue private funding and sponsorships to support Toronto's Canada150 programming and potential related infrastructure.
3. City Council direct the General Manager, Economic Development and Culture to enhance existing EDC programs such as New Year's Eve, Doors Open, Canada Day Celebrations, and Nuit Blanche and to direct other City Divisions and Agencies to focus their own existing programs, where appropriate, towards celebrating Canada's 150th anniversary.
4. City Council consider Option A and Option B for Canada150 celebrations in 2017 as outlined in this report and provide direction to staff whether to prepare detailed plans on one or none of the Options below:

Option A) In addition to the enhancements of annual Divisional and Agency programs, Economic Development and Culture Division would undertake three special one-time initiatives to celebrate Canada's 150th – a major New Year's Eve event on December 31, 2016; a 10-day summer festival in 2017 at Nathan Phillips Square; and a community heritage program and special exhibitions; or

Option B) would be a major City-wide animation developed and produced as a "TO Canada150 Celebration Program." This option includes the activities outlined in Recommendation 3 (basic) and all the enhancements and special initiatives of Option A above, but additionally becomes a major, City-wide cross-divisional program. Option B would be led by a secretariat reporting to the Deputy City Manager's office based on the successful template of the Pan Am Host City Showcase program.

5. Council, should it opt to pursue Option A or Option B, direct the City Manager to develop detailed funding plans, including relevant 2016 and 2017 budget requests.

FINANCIAL IMPACT

The financial impact of this report will depend on the direction of City Council regarding the proposed Options for Canada150 celebrations. The estimated costs for the various options are outlined in the report below.

The basic plan for enhancements to existing Economic Development and Culture (EDC) programs projects net expenditures of \$0.5 million. This will be absorbed within the current base level of culture funding in the Economic Development and Culture Division.

Option A projects City expenditures of \$5.5 million with potentially significantly higher total expenditures if outside sources can be utilized; and Option B projects City expenditures of \$15 million with potentially significantly higher total expenditures if outside sources can be utilized.

No requests regarding Canada150 celebrations have yet been submitted for consideration as part of the 2016 Operating Budget process and further details would be required to support a submission. It is estimated that City funding of \$2.5 million in 2016 would be required to move forward with either Option A or B. No added funds are necessary for the basic celebration program in Recommendation 3.

There are no 2015 financial impacts arising from this report.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting of February 19, 2014, City Council adopted Item MM48.1 which directed the General Manager, Economic Development and Culture, to commence research and planning for Toronto-based initiatives to celebrate the 150th Anniversary of Canadian Confederation. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.MM48.1>

ISSUE BACKGROUND

July 1, 2017 is the 150th Anniversary of Confederation. The Constitution Act, 1867, gave birth to Canada on July 1, 1967. This historic occasion provides the City of Toronto with a unique opportunity to commemorate its past while collectively celebrating its future. The Sesquicentennial should be used to promote citizenship, identity and belonging; to celebrate national and local history; to support economic development and tourism; and to showcase national and local achievements in a multitude of areas: arts, heritage, sciences, technology, sports, politics, social policy, medicine, business and innovation.

Marking this milestone in our nation's history is an opportunity to celebrate with the participation of all orders of government, private and public organizations, community groups, small business, major corporations, and by citizens and residents who are proud to call Canada home.

2017 also presents an opportunity to celebrate just how far Toronto has come over the past 50 years. Since the Centennial, the City has grown to become a prominent, global centre at the forefront of Canadian growth and prosperity. Over that period, Toronto surpassed Montréal to become Canada's largest city and the fourth largest in North America, home to an exceptionally diverse population of about 2.8 million people. In 2015, fully 1 in 6 Canadians live in the Greater Toronto Area (6 million of a total population of 35.2 million – Statistics Canada 2013). Today, Toronto is consistently ranked amongst the world's most liveable cities, and is a world leader when it comes to business, finance, arts and culture.

Community Legacies of 1967

The federal Centennial Commission allocated \$100 million (\$765 million in 2014 dollars) for Centennial projects throughout Canada, with a focus on community-driven initiatives nation-

wide. Capital infrastructure projects for Toronto were significant legacies of that year. All former municipalities prior to amalgamation were recipients of Centennial project funding. In the former City of Toronto, the restoration of the St. Lawrence Hall and St. Lawrence Market were undertaken, and funding was committed to the construction of the St. Lawrence Centre for the Arts. East York undertook the restoration of Todmorden Mills Heritage Site and built the Tracey Manes Community Centre. Etobicoke's Centennial project was the celebrated Centennial Park, recently revitalized as a Pan Am Games sport site. Mimico undertook the construction of the Mimico Centennial Library. North York constructed the Herbert H. Carnegie Centennial Centre, York built its own Centennial Recreation Centre, and Scarborough constructed the Centennial Civic Recreation Centre. The Province of Ontario also built a major legacy project in Toronto, the Ontario Science Centre which was completed in 1969.

While capital projects were a major legacy from 1967 it is unclear how much funding will be available for 2017.

City staff applied for funding for the rehabilitation, renovation and expansion of existing public infrastructure projects under the Canada 150 Community Infrastructure Program, administered by FedDev Ontario, (the federal economic development agency for Southern Ontario). All City projects for which funding applications were submitted were named in the 10 Year Capital Budget and Plan. Capital projects that met Program criteria were eligible for a maximum federal contribution of \$1 million. The deadline for submitting funding applications was June 9, 2015. When FedDev staff confirm the list of City projects for which funding was awarded, City staff will bring a report to City Council seeking the authorities and endorsements necessary to enter into a legal agreement with the federal government.

Major new capital infrastructure projects are not currently part of the federal or provincial strategies for Canada150, but if that should change, the City needs to respond quickly to calls for applications. Therefore, authority is sought for staff to make those applications.

Public Art was also a legacy of Centennial celebrations in Toronto. In 1967 there was the International Sculpture Symposium in High Park; and Nathan Phillips Square was the site of Sculpture '67; an exhibition of contemporary sculpture curated by Dorothy Cameron, that had a major impact on the artistic life of Toronto. The AGO produced Perspective '67, a nation-wide art contest designed to showcase young and emerging Canadian artists.

Community festivals and events were also beneficiaries of the Centennial investments. The Toronto Caribbean Carnival began as a Centennial project in 1967, and it will celebrate its 50th anniversary in 2017. It was one of the most popular events of the Centennial celebration, attracting an audience of over 35,000 on the inaugural parade day. Since then, the Toronto Caribbean Carnival has grown to become one of Toronto's most popular annual events, and is an example of the strong legacy of the community-oriented Centennial programming.

Further information about Toronto's Centennial legacy may found in the attachment to this report. During the summer of 2014, Economic Development and Culture (EDC) hired a policy intern from the University of Toronto's School of Public Policy and Governance to conduct research on Centennial celebrations as directed by Council. As part of the research, EDC staff met with stakeholders from within the City of Toronto and its agencies, as well as stakeholders from Heritage Toronto, the AGO, Maple Leaf Sports & Entertainment, Toronto Foundation, and Civic Action. The resulting report provided a fascinating look at Canada in 1967 and how the Centennial was celebrated, and offered suggestions for the Sesquicentennial.

Planning in other jurisdictions

Other jurisdictions, including Montréal, Ottawa and the Government of Canada are well on their way in planning for the 2017 celebrations. The federal government has been planning for several years and announced funding programs including the Canada150 Fund, the Community Infrastructure Fund, and the Digital Canada150 strategy to connect Canadians. With the election of the new Liberal government in Ottawa, it is possible that increased funding from the Canada150 program could further benefit Toronto if the City can coordinate efforts and develop a dynamic program of activities.

The Province of Ontario has not yet announced a Sesquicentennial program, but senior provincial public servants have been appointed to lead the Ontario150 program under the Ministry of Citizenship, Immigration and International Trade. It is expected that the Ontario150 program will work closely with the Ministry of Culture, Tourism and Sport.

Both Montreal and Ottawa have established not-for-profit organizations with the explicit mandate to produce and coordinate Sesquicentennial celebrations in their respective cities. Ottawa is planning for a major tourism boost in 2017 and Montreal will celebrate its own 375th Anniversary in addition to Canada's 150th. Many of Toronto's major cultural organizations have already submitted proposals to the federal government for 2017 activities and are actively planning now. However, no city-wide or regional planning group has been established in Toronto.

Toronto's 175th Anniversary in 2009

In 2009, Toronto celebrated its 175th Anniversary. The modest program had a budget of \$230,000. A day-long public event was staged on March 6, 2009 (the actual anniversary date). City Hall opened its doors and invited the public to join the City of Toronto for day of performances and exhibitions. Approximately 6,000 members of the general public were in attendance throughout the festivities. Toronto's Museums and the Toronto Public Library produced related exhibitions and lectures through the year, and Doors Open was themed around the 175th Anniversary. Most other events were produced in partnership with other organizations, such as the Santa Claus Parade, a song contest at the Canadian National Exhibition, film screenings by TIFF, and a special postage stamp from Canada Post to commemorate the occasion. Staff learned from producing this anniversary event that without greater resources and Council direction, it is difficult to engage the participation of other divisions and agencies. This would be similar to the expected scale of program enhancements to existing EDC programs, without the commitment of resources to Option A or Option B.

COMMENTS

While the planning horizon for Canada's 150th is extremely short, with concerted effort, Toronto can have a visible and vibrant program in 2017. A cross-divisional planning team should be established immediately to coordinate initiatives and activities. Staff require Council direction regarding the order of magnitude for Sesquicentennial celebrations by February 2016 or it will simply be too late to execute any significant programs. However, by contributing to this Canadian milestone the City can engage its diverse communities, coordinate support, reinvigorate a sense of national pride and generate positive social, cultural, and economic impacts.

At the very least, the City should adopt a process similar to that which was used to recognize Toronto's 175th Anniversary. Economic Development and Culture will orient its existing programs to address the theme of Canada150. Signature programs such as Doors Open, Nuit Blanche, Cavalcade of Lights, and the Cultural HotSpot program will be marketed as the City's contributions to the birthday celebrations. Programming at the 10 City-owned museums will focus on Toronto's role in the history of Canada. Partner organizations will be asked to do the same so, for example, the Major Cultural Organizations and the Local Arts Service Organizations will be encouraged to plan programming with the theme of Canada150. In addition, other City Divisions and Agencies would be encouraged to tailor their own regular programming, where feasible and appropriate to support Canada150. This option will cost the least both in terms of actual dollars and staff resources and have the least impact. The redirected funding would primarily be used for enhancements to the existing programs and for extra marketing costs to promote these as Canada150 programs.

There are two further options that this report requests Council to consider for celebrating Canada's Sesquicentennial year, 2017:

Option A: Economic Development and Culture TO Canada150 Initiatives – Approximately \$5.5 Million

In addition to enhancements to existing programs, EDC proposes three special one-time Canada150 programs to be produced by staff:

1) **New Year's Eve at Nathan Phillips Square** - To usher in 2017, EDC would produce a spectacular New Year's Eve party on NPS on December 31, 2016. One million dollars of City funds would be dedicated to the event which would likely leverage further support from third-party sources (other governments and private sector sponsors).

2) **Canada 150 Summer Festival** - Based on the very successful Panamania series of concerts and programming on Nathan Phillips Square (NPS) this past summer, EDC staff would conceive and produce 10 days of special programming, with a major all-day celebration on Saturday July 1, 2017. The total budget for the 10 day summer festival would be approximately \$8M, assuming outside contributions. The City would contribute up to half of the budget, with the remaining \$4M plus to be sought from the other orders of government and the private sector. EDC staff could partner with other music festivals such as the TD Jazz Festival; NXNE; Afrofest, Field Trip; etc. to promote the Toronto's music industry, promote tourism, and engage Toronto's diverse communities through free concerts at City Hall. EDC staff are optimistic that sponsors for this festival could be found and that other orders of government would wish to partner with the City.

3) **"Becoming Canadian in Toronto"** - is a series of programs and events to be co-ordinated by Museums & Heritage Services to engage Torontonians in the city's rich history. "Toronto/Canada: 150 Years/150 Stories" would engage Torontonians in telling 150 stories about our city and the nation. Heritage organizations, community organizations, arts organizations and educational institutions would be invited to respond to a Toronto event, place or person that helped shape Canada during a particular year. The result would be a variety of projects, events and exhibits through the city from May through October of 2017.

A series of specific exhibitions would also take place including "The Maple Leaf Forever, Toronto's Take on a National Symbol" and "Snapshots in Toronto" at the Market Gallery, "The Road to Confederation 1837-1867" at Fort York and "From Getting the Vote to Becoming Persons: The Rise of Women's Rights in Canada" at Spadina Museum. Operationally, the implementation of Option A would reside with Economic Development and Culture. EDC staff would pursue matching funding from other orders of government, corporate sponsorships, in-kind donations, volunteers for these three special programs. This option has greater geographic scope, and much more potential for tourism promotion and community activation than the basic plan of simply leveraging existing programs.

Further planning and implementation of Option A requires:

1. Detailed plans for a significant New Year's Eve Celebration on December 31, 2016 and a 10 day summer festival of music and the arts in 2017 encompassing the days around Saturday July 1, 2017 on Nathan Phillips Square. The events will be produced by EDC staff, based on the model of Panamania in 2015.
2. Detailed plans for a program of events and exhibits around the theme of "Becoming Canadian in Toronto" to be produced by EDC Museums and Heritage Services staff in partnership with community and other organizations.
3. Funding from the federal and provincial governments and private sector funding and sponsorships in order to better support the above initiatives.

Option B: City-wide animation through a TO Canada 150 Celebration Program – Approximately \$15 Million

Option B includes all of the activities noted above in Options A, but significantly expands the scope and scale of the celebrations to become a major civic engagement initiative with leadership spread across City Divisions and in concert with many more community organizations.

Based on the successful template of the Host City Showcase program of the Pan Am Games, the City could produce a major, City-wide cross-divisional program of events led by a secretariat reporting to the Cluster A Deputy City Manager. The legacy of the Pan Am/Parapan Am Games is such that it is possible to harness the teamwork and experience of City Team 2015 and use the template in order to engage the whole city. This would require the most resources, but would have the greatest impact.

Further planning and implementation of Option B requires:

1. The establishment of a TO Canada150 secretariat for the purpose of coordinating City Divisions; Agencies, Boards and Commissions; Toronto Office of Partnerships; and to pursue partnerships with community-led organizations in the celebration of the Sesquicentennial.
2. The development of detailed program objectives and timelines for initiatives to be implemented across the City by Division and Agency Heads in 2017 through special projects, existing programs, and partnerships.

3. The use of an Interdivisional/Agency Program staff working group, which could be the continuation of City Team 2015, for Canada150 to leverage existing relationships and plan events and celebrations across the City on a very short planning timeline.

The establishment of a one-time, \$15 million City funding for a major, TO Canada150 program would incentivize Divisions, Agencies and partner organizations, and very likely leverage significant funding from multiple sources, but most importantly, would ensure that Canada150 activities reach every part of the City. Based on other anniversary celebration budgets, it is expected that the \$15M could generate up to \$45M of economic activity. Federal and provincial Canada150 programs will begin to be announced, and the private sector would likely be willing contributors to major public events and programs. Through its historical museums, parks, libraries, community centres, community housing organizations, long-term care facilities, BIAs, ferries, buses, streetcars and subways, Toronto will be animated in every neighbourhood and there can be community ownership of celebration activities.

About one third (\$5.5M) of the funding would go to EDC for special programming initiatives outlined in Option A. The remaining two thirds (\$9.5M) would be distributed across other Divisions, Agencies and community organizations to be used for their own initiatives or to support their client and partner initiatives. The secretariat would work with other orders of government, foundations, corporate donors, individuals to support community-led initiatives such as the Trans-Canada Trail and Pan Am Path, "wrap the flag" around the completion of major infrastructure projects or ground-breakings in transit and housing projects, and support numerous small-scale projects in every neighbourhood.

Research on the 1967 Centennial celebrations noted that participation and engagement was high and meaningful because citizen groups and volunteers themselves initiated the local activities. Given the success factors of the 1967 Centennial celebrations, the following principles could be used to establish TO Canada150 program priorities:

1. **Community-led initiatives:** The City should favour grass-roots, community-driven initiatives that engage residents and reflect the growth in multiculturalism and diversity in Toronto over the past 50 years.
2. **Leverage partnerships:** The City should leverage existing partnerships and opportunities to add content and diversity to the TO Canada 150 program in a cost-effective manner.
3. **City-wide engagement:** The City should invest in Sesquicentennial initiatives that engage residents in each corner of Toronto, ensuring that programming is accessible to all Torontonians.

It is the staff on the ground in the City's Parks and Recreation centres, library branches, community housing buildings, employment centres and social services hubs that have the relationships with the local leaders in every neighbourhood. Together, they could deliver a Sesquicentennial celebration program designed by and for the communities they serve, emphasizing what is most meaningful about being a Canadian in Toronto in 2017.

While Option B is the most complex and expensive, it would undoubtedly leverage the most partnerships, garner the most funding from other sources, and have the greatest impact across the entire city.

CONCLUSION

There is very little time left for the City to plan Canada150 Celebrations. However, 2017 will be an important milestone in our nation's history and as Canada's largest and most diverse city, Toronto should plan to celebrate with some fanfare. Much has changed in Canada and around the world since Confederation in 1867, and the Centennial in 1967. The opportunity to engage Torontonians with their collective history, reflect upon those changes and celebrate its future is unique. City-wide engagement that promotes volunteerism, civic pride, and leverages partnerships can only be produced with a commitment of funding. At the very least, the City can enhance existing EDC programs and leverage partnerships as its contribution to Canada150 celebrations. Option A proposes three one-time signature events in addition to annual EDC programs. Option B imagines a fully engaged city with leadership across divisions, laying the foundation for meaningful, resident-led engagement for Canada's 150th birthday.

There is a soft legacy of the Pan Am Games City Team 2015 whose relationships and experience working together could be exploited to implement a significant program in relatively short time. It is understood that staff would be required to develop detailed plans and budgets in order for City Council to commit specific funds to specific program elements. However, some estimate must be established to make those plans realistic given the time constraints. The door will close on opportunities to pursue any significant initiatives after February 2016 as there simply will not be enough time to plan and execute them.

As 2017 draws closer, there will be opportunities to seek funds for Canada's Sesquicentennial activities from both public and private sources. The City's greatest asset is its ability to convene all orders of government, the private sector, and community partners to work together to achieve a common goal. The goal of examining and celebrating what it means to be a Canadian in Toronto in 2017 through all facets of the City should resonate in every neighbourhood of the City.

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SIGNATURE

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Attachment: Lessons from Canada's Centennial and Other Celebrations for Planning for Toronto's Participation in Canada 150!