



**City of Kingston
Information Report to Council
Report Number 20-049**

To:	Mayor and Members of Council
From:	Peter Huigenbos, Acting Commissioner, Community Services
Resource Staff:	Colin Wiginton, Cultural Director, Cultural Services
Date of Meeting:	January 21, 2020
Subject:	Update for Redevelopment of the Market Wing within Kingston City Hall as an Accessible Exhibition and Program Space

Council Strategic Plan Alignment:

Theme: 4. Strengthen economic development opportunities

Goal: 4.2 Foster Innovative arts, culture and social enterprises

Executive Summary:

The purpose of this report is to provide Council with an update regarding the redevelopment of the first floor of the Market Wing within Kingston City Hall and to outline a vision and direction for its use as a new publicly accessible exhibition and program space within this National Historic Site.

In 2017, staff began planning for the redevelopment of the first floor of the Market Wing to serve as a public programming and exhibition space alongside the continuing operations of the Heritage Resource Centre. The vision driving this project has evolved over the past two years in response to changing circumstances that includes the deferral of capital funding as a result of the strategic planning work Council did in 2019. Plans have been adjusted accordingly and the current iteration of the redevelopment plan is expected to result in a preliminary, baseline renovation of the Market Wing to support the presentation and implementation of strategic and meaningful exhibitions and programs that are achievable by staff using already approved capital and operating budgets.

The redeveloped Market Wing space is intended to provide residents and visitors alike with access to exhibitions and programming that support the stewardship of local history and diverse stories as told through the lens of heritage and arts that highlights Kingston's cultural vitality.

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The exhibitions and programs will respond to the findings that have emerged through the “Your Stories, Our Histories” project that call for sharing stories and installations that reflect diversity and inclusion; that create space for new and/or alternative perspectives on history; that share Indigenous history and culture; and that disrupt the dominant colonial narratives presented throughout City Hall.

Additionally, the redevelopment of the Market Wing will also provide a space through which to respond to Council’s Strategic Priorities as identified as part of their Strategic Plan for 2019-2022 to foster innovative arts, culture and social enterprises that includes using City Hall on an interim basis to support emerging artists and the creative industries. Staff have conducted initial meetings with people with a vested interest in the visual arts in Kingston. These initial consultations were intended to provide an opportunity to learn about some more immediate needs within the visual arts sector and to reconfirm some of the findings outlined as part of the 2014 Visual Arts Strategy Report. Staff will be commencing work on the development of a multi-year creative industries strategy in 2020, but the Market Wing will provide a high profile space through which to begin to explore the presence, needs and opportunities associated with the creative industries in Kingston.

The plan outlined in this report is intended to function as a ‘proof of concept’ to be developed over the next three years and will evolve with the support of additional consultation with community stakeholders and the public. This work will align with the completion of the “Your Stories, Our Histories” project, complement the development of a creative industries strategy and provide a framework within which to develop future proposals that leverage Kingston City Hall and other spaces within the City to (1) interpret local history, (2) showcase local art and artists and (3) foster increased economic activity related to creative industries in a Kingston context. It will also provide a unique opportunity to blend the work of the Cultural Services Department in terms of asset management and programming to support both sector and cultural development through the integration of arts, heritage and culture in one space.

While space and resources are limited at this time, the approach staff are proposing to take will make use of existing capital and operating budgets to test how the space can be used to achieve multiple outcomes with the support from potential community partners. The intent is to develop exhibitions and programming that blend the arts, heritage and culture in ways that align with City Hall’s status as a National Historic Site while at the same time supporting cultural tourism and creating opportunities to showcase local art and artists with a particular emphasis on economic development and the professions associated with the creative industries.

Recommendation:

This report is for information purposes only.

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Authorizing Signatures:

**Peter Huigenbos, Acting
Commissioner, Community
Services**

**Lanie Hurdle,
Chief Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Brad Joyce, Acting Commissioner, Corporate Services

Jim Keech, President & CEO, Utilities Kingston Not required

Desirée Kennedy, Chief Financial Officer & City Treasurer Not required

Sheila Kidd, Commissioner, Transportation & Public Works Not required

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Options/Discussion:

Kingston City Hall National Historic Site, including its contents, is not only one of the most significant cultural heritage resources owned and managed by the City of Kingston but also continues to function as the administrative hub for the Corporation of the City of Kingston as well as the official seat of municipal government. The Kingston Culture Plan, approved by Council in 2010, identified the need to use Kingston City Hall as a showcase for the Civic Collection as well as local history more broadly. That has led to the transformation of various spaces within the building to house exhibitions and programs, including the Heritage Resource Centre located within the Market Wing that was established in 2016. The development of Kingston City Hall in these ways has made the visitor experience more complete and meaningful but it has also increased demand for the development of additional space in similar ways.

At the present time, most of the exhibitions and programs offered within Kingston City Hall are managed by staff in the Cultural Services Department with support from other City departments and the broader public, including residents and visitors. Kingston City Hall is well suited as a vehicle through which to interpret local history and it is also extremely well positioned to function as a starting point for exploring Kingston. Exhibitions and programs are diverse and include permanent displays featuring the Civic Collection that can be found throughout the building along with temporary exhibits, a seasonal tour program, heritage lectures, art installations and curriculum-focused educational programs. The building also hosts meetings and other public events on a regular basis that are managed by other City departments and that fall outside the scope of this report.

The Context for the Market Wing Redevelopment

The first floor of the Market Wing within Kingston City Hall provides a unique opportunity to expand exhibitions and programs in this iconic building that also functions as a National Historic Site. Kingston City Hall often functions as the first stop for visitors to Kingston and offers a space through which to introduce people to the community and to showcase a diversity of Kingston stories through exhibitions and programs that align with a vibrant and sustainable cultural sector.

The need for this redevelopment has been identified in a number of City of Kingston strategic plans and projects, including the Kingston Culture Plan that was approved by Council in 2010. Subsequent strategic plans and projects have called for an increased focus on local stories and storytelling to support heritage-based tourism. These are outlined below.

Kingston Culture Plan (2010)

- “New opportunities and gaps in program and service delivery with respect to City Hall as a heritage showcase and the civic collection” (page 9).
- “Recommendation 11: That Cultural Services develop a program and plan to invest in the interpretation of the Kingston City Hall building and the artifacts it contains and to use Kingston City Hall as a showcase for certain artworks, artifacts and stories” (page 37).

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Integrated Cultural Heritage and Cultural Tourism Strategy (2014):

- Increased focus on stories and storytelling, “Heritage-based cultural tourism products must therefore focus on stories and storytelling, and these stories must be broader in scope than is currently the case” (page 28).

Visual Arts Strategy Report (2014):

- A Visual Arts Working Group was struck by Council through the Arts Advisory Committee to assess the challenges and opportunities facing the visual arts sector in Kingston. The final report identified four recommendations that aligned with the direction of the Kingston Culture Plan, including (1) supporting opportunities for quality learning in the visual arts at all levels for an improved continuum of participation, (2) improving communication and promotion of the visual arts, (3) expanding audiences and (4) strengthening support for existing visual arts organizations and venues.

Kingston Commemorations Strategy (2016):

- Priority thematic areas identified included First Peoples, ethno-cultural communities, Francophone and women (page 15).

Integrated Destination Strategy (2019):

- Visiting historic sites and museums/art galleries are among the top five attractors for visitors coming to Kingston (page 22).
- The powerful and complex aspects of Kingston’s history need to be highlighted to connect on an emotional level with a wider range of travelers (page 41).

“Engage for Change” Project (current):

- Indigenous community interest in decolonizing City Hall and creating interpretative spaces and recognition within the building.
- It is understood that within the current scope of the market wing redevelopment it will not be possible to accommodate the routine burning of traditional medicines within the redeveloped space.

“Your Stories, Our Histories” Project (current):

- The development of a cultural heritage strategy for the City of Kingston (Q3 2020) that includes a focus on using City sites, and specifically the Market Wing within Kingston City Hall, as a space to share a more inclusive municipal past and present. Consultations specifically related to Sir John A. Macdonald and his legacy in the context of “Sir John A. 360°” have led to calls for the creation of permanent interpretive space for sharing Indigenous history and culture along with additional space to tell a broader cross-section of Kingston stories.

In addition to the above strategic plans and projects, the redevelopment of the Market Wing also provides opportunities to consider and respond to Council’s Strategic Priorities (2019-2022) in two areas that include:

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Strengthen Economic Development Opportunities

- Foster innovative arts, culture and social enterprises and potentially use City Hall on an interim basis to support emerging artists and the creative industry.

Foster Healthy Citizens and Vibrant Spaces

- Support the potential for Indigenous cultural space and explore options available in underutilized recreation properties or other City-owned properties in both the short and long term.

Emerging Artists and Visual Arts Landscape

The redevelopment of the Market Wing in this moment provides a unique opportunity to blend the work of the Cultural Services Department in terms of cultural asset management (the ongoing care and presentation of civic collection art and artifacts) and programming to support both sector and cultural development through the integration of arts, heritage and culture in one space. The current proposal includes opportunities to expand upon how local history is being shared and to increase the profile of Indigenous content, but it also provides a space through which to explore the arts in a variety of different forms. Of particular interest are the visual arts that have always been well-represented in Kingston. It is not the only art form of note but the sector is strong and the redevelopment of the Market Wing provides an opportunity to complement what currently exists through joint heritage and arts exhibitions and programs that provide residents and visitors with a window into Kingston's vibrant arts and cultural communities.

In developing this proposal, it's imperative the City of Kingston avoid duplicating what already exists. Public galleries such as the Agnes Etherington Art Centre, Modern Fuel Artist-Run Centre and the Union Gallery are anchors in the community and continue to support artists, both emerging and established. There are also an abundance of commercial galleries in Kingston, including Black Dog Pottery, Cornerstone, Gallery Raymond, Kingston Frameworks, Kingston Clay and Glass Studio, and Studio 22 Open Gallery, all of whom show and sell works by visual artists and artisans. Numerous restaurants also function as non-traditional venues that feature local art and artists as do a variety of arts-related facilities like the Domino Theatre, H'art Centre, Kingston School of Art Window Gallery, Tett Centre, the Isabel Bader Centre for the Performing Art's Art/Media Lab, and the Kingston Arts Council's UNIT 115 exhibition space. The visual arts are also well-served through events and festivals that exhibit and sell works by local artists, such as ArtFest and the Women's Art Festival, as well as seasonal and episodic showcases such as Art after Dark and the Potters Guild Show and Sale that provide opportunities to feature different aspects of the arts community.

In an effort to avoid duplication, to respect the National Historic Site designation and heritage mandate of City Hall, and to establish the redeveloped Market Wing as a complementary space for visual arts, staff have met with an initial list of people with a vested interest in the visual arts in Kingston to begin the process of gathering input, identifying opportunities and determining next steps. These initial consultations were intended to provide an opportunity to learn about some more immediate needs and to reconfirm some of the findings outlined as part of the 2014 Visual Arts Strategy Report. The initial group of people consulted included the following:

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- Karen Peperkorn, founder of the Creative Arts High School Focus Program
- Jan Allen, Director of the Agnes Etherington Art Centre
- Jocelyn Purdie, Director, Union Gallery
- Anne-Sophie Grenier, Executive Director, Modern Fuel Artist-Run Centre
- Kirsi Hunnako, Executive Director, Kingston Arts Council
- Barb Carr, President, and Alexis Dishaw, Board Member, Kingston School of Art and Window Art Gallery
- Laura Carter, Chief Librarian and CEO and Kimberly Sutherland-Mills, Manager, Programming and Outreach, Kingston Frontenac Public Library

A number of issues emerged or were reconfirmed as a result of these initial consultations that include the following:

- Kingston, as a community, needs to ensure opportunities exist for youth to create and present their work in different media as priorities within the formal education sector shift;
- There is growing demand for hands-on arts education and programming among adults, both working and retired, as well as a need for accessible exhibition space;
- There is recognition of the distinct needs for people who pursue their creativity as a recreational activity and those who pursue the arts as a profession. Both groups require support in different ways that involving a cross-section of players within the community;
- The arts ecology in Kingston is ever-evolving with more resources coming online and an increasing number of people getting involved as creators, supporters and consumers; and
- Access to space continues to be a high priority for the purposes of learning, creation and presentation. Significant investments have been made in those areas in recent years by the City of Kingston and Queen's University, in particular, and organizations like the Kingston School of Art have also seen the demand increase. However, spaces have also been lost, especially in the downtown core.

As staff consider the feedback from the initial arts consultations and Council's direction to look at how City Hall could potentially be used on an interim basis to support emerging artists and creative industry, it is clear that the redevelopment of the Market Wing must be strategic so that the allocation of resources is based on the desired outcomes in the arts, heritage and culture communities. What is being proposed in the redevelopment has been positioned as a proof of concept that can be evaluated as part of fostering ongoing consultation toward more clearly defining future needs and investment. It is also clear that staff must continue to work to assess how outside of City Hall the City can support the visual arts sector as it relates to the issues that have been identified.

In 2020, staff will be commencing work on the development of a multi-year creative industries strategy that will also require extensive consultation and discussion. It is anticipated that space needs will be considered as part of that work along with the development of strategic partnerships that will enable the City of Kingston to work with a variety of stakeholders to support the arts and culture locally in ways that are connected and sustainable and that also help maximize their impacts.

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Project Proposal

The redevelopment plan for the Market Wing presented in this report has been developed as a proof of concept that is informed by a set of goals, assumptions and parameters as set out below. At the highest level, it is intended that the redevelopment of the Market Wing will provide residents and visitors alike with access to exhibitions and programs that support the stewardship of local history and diverse stories as told through the lens of heritage and arts that highlights Kingston's cultural vitality.

Project Goals

- Provide opportunities to highlight stories and storytelling through a combination of exhibitions and programs that reflect issues, themes and ideas that are relevant and meaningful to the Kingston community and that help to address thematic gaps identified through community consultation.
- Provide space to present Indigenous history and culture related to the Kingston region.
- Leverage space for arts-based exhibitions, programs and experiences that raise the profile of the local arts ecology and that fosters support for emerging artists and the creative industry in Kingston.
- Implement and evaluate a proof of concept regarding the use of Kingston City Hall for presenting the arts, heritage and culture in an integrated way that informs future planning and the strategic investment of resources across the City.

Project Assumptions

- Kingston City Hall must continue to be recognized and celebrated as a National Historic Site that is iconic in the minds of both residents and visitors and that is professionally interpreted and programmed.
- Perceptions of history and heritage are evolving and the content that gets developed and presented must speak to equity, diversity and inclusion and involve public engagement in its creation.
- Resources are limited and the demands on the space are varied so it is critical to work efficiently and effectively to achieve several complementary outcomes identified within various strategic plans and projects as well as Council's Strategic Priorities.
- The redevelopment of the Market Wing should help establish a space that complements rather than competes with other arts, heritage and/or cultural organizations and spaces that already exist within Kingston.

It is also important to note that the mandate of the Cultural Services Department is to support the arts, heritage and culture through the services it provides that includes asset management and programming as well as acting as a "community cultural development agency" as defined by the Kingston Culture Plan. The work of the Department is meant to foster sector development as well as cultural development more broadly so it should not be competing with the work other individuals, groups and organizations are pursuing but it should be complementing those efforts by identifying gaps and building capacity by investing its resources strategically and by forging partnerships with key stakeholders, where appropriate.

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The redevelopment of the Market Wing will also be coming “online” in tandem with the completion of some important strategic planning exercises that are either in progress or plan to commence in 2020 that will also need to be considered as this work evolves. That work includes (1) Engage for Change and the City’s efforts related to Reconciliation, (2) the development of a Cultural Heritage Strategy based on input received through the “Your Stories, Our Histories” project and (3) the development of a Creative Industries Strategy that is expected to include an inventory for the creative industries in Kingston and that is also expected to identify how they can be better supported and expanded to develop the sector and enhance economic development opportunities.

Project Parameters

At this time, the redevelopment of the Market Wing primarily involves the removal of interior partition walls to create the largest space possible to house heritage and arts-based exhibitions and programs. Demolition and flooring abatement will be followed by a series of simple renovations to refinish the floors and paint the walls in a fashion that matches the existing Heritage Resource Centre located in the adjacent space. A project design brief has been prepared with assistance from Facilities Management & Construction Services (FMCS) and it is proposed that a contractor will be selected through a Request for Proposal (RFP) process to be administered in Q1 2020. The renovations are expected to be completed in Q3 2020 but this schedule may change based upon proposals received through the RFP process (see Table 1).

Table 1: Project Schedule

Action/Item	Completion Target	Department Responsible
Architectural/Design Build RFP Issued	Q1 2020	FMCS
RFP Awarded	Q2 2020	FMCS
Construction Begins	Q3 2020	FMCS
Construction Complete	Q3 2020	FMCS
Space Fit-out and Exhibition Installation	Q3/Q4 2020	Cultural Services
Public Opening	Q4 2020	Cultural Services

The renovation and fit-out work required as part of this redevelopment plan will be covered by the Cultural Services Department using capital budgets previously approved related to the development of interpretive projects and spaces within Kingston City Hall. The budget for this work has been estimated at \$140,000 and there is sufficient budget available to cover this cost. An additional \$50,000 has also been identified within existing approved capital budgets related to City Hall exhibit development to support an initial round of exhibition installations within the Market Wing once it has been renovated. Once complete, the space available will total approximately 2,400 square feet (including a modest storage space) as shown in the floor plan (Exhibit A).

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Initial Installation Schedule

As part of the proof of concept being proposed, an initial installation schedule has been developed as a framework to guide how the space will be used through to the spring of 2022. Aspects of this initial installation schedule still need to be confirmed; however, the timelines presented will allow staff to move forward with the activation of the space while continuing to refine operations and consult with stakeholders regarding needs, especially with respect to supporting emerging artists and creative industry more broadly. The proposed installation schedule also takes into consideration the seasonal flow of visitors through the building with the “peak season” from May to October being developed to respond to the interests of a large number of tourists who want to learn about Kingston at a high level and with the “off season” from November to April being developed to respond to the interests of a resident audience who are interested in more localized stories, personalities and artists (see Table 2). The space would be open to the public during the regular operational hours of Kingston City Hall – which includes Saturday access in the peak tourist season.

Table 2: Initial Installation Schedule

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Installations (peak season)					✓	✓	✓	✓	✓	✓		
Installations (off season)	✓	✓	✓	✓							✓	✓
Indigenous History	Permanent, dedicated space proposed to be refreshed on a five year timeline											

The following is a proposed installation timeline and the installation titles and descriptions are provided for high level planning purposes only and are subject to change based upon variables impacting funding, partnerships and approvals. It also assumes the Market Wing space will be divided into two halves (Exhibition Space A and Exhibition Space B) that sometimes will be linked thematically but can also be programmed separately from each other.

Fall 2020

- Exhibition Space A: “Kingston City Hall, 216 Ontario Street”, this opening exhibition will build upon the popular 2019 exhibition about Ontario Street that was developed for the PumpHouse Museum and will look specifically at the development of the Kingston community around City Hall.
- Exhibition Space B: “Then and Now”, this companion exhibition will feature a series of archival images that will form the basis of an open public call to local artists for submissions created in response to these images. The development of the exhibition will

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be supported by both the Cultural Heritage Working Group, a working group of Heritage Kingston, as well as the Arts Advisory Committee and the final exhibition will feature the archival images presented alongside the selected artist's responses.

Winter/Spring 2020-2021

- Exhibition Space A: Juried community arts installation(s) open to local emerging and/or youth artists based on a thematic call for submission.
- Exhibition Space B: "Indigenous History and Culture", at this juncture, Exhibition Space B will be turned over to an Indigenous curator who will be asked to work with the Indigenous community to conduct public workshops and programs that will result in the creation of a semi-permanent exhibition that highlights Indigenous history and culture in the Kingston region.

Summer/Fall 2021

- Exhibition Space A: "Your Stories, Our Histories", this exhibition will provide the first major opportunity to address an identified gap or area of thematic interest that has emerged in relation to the development of the Cultural Heritage Strategy for the City of Kingston.
- Exhibition Space B: "Indigenous History and Culture", this exhibition will open as a community-driven, semi-permanent installation that highlights Indigenous history and culture in the Kingston region and as part of telling a "core story" related to the history of this area.

Winter/Spring 2021-2022

- Exhibition Space A: "Kingston's Creative Industries", this exhibition will be developed by staff working with community stakeholders as a companion piece to the development of a Creative Industries Strategy to explore selected aspects of the City's various creative industries.
- Exhibition Space B: "Indigenous History and Culture", this exhibition continues as a semi-permanent installation that is enhanced by associated cultural programming.

In addition to developing the exhibitions as outlined, staff will also be working to develop associated programming that complements what already happens in relation to Kingston City Hall and that helps to emphasize the goals of this project as described. The redevelopment of the Market Wing will expand content that can be presented as part of the City Hall Tour Guide program that provides thousands of visitors each year with a crucial introduction to Kingston, its history and community. Public lectures presented in tandem with the Heritage Resource Centre will continue providing opportunities to expand upon themes, ideas and content being presented as part of the exhibition program. The Market Wing would also provide a valuable resource for school groups wishing to visit City Hall, as part of Beyond Classrooms Kingston, but also as part of what is expected to be increased demand among teachers to use these resources to learn about local history.

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Operational Considerations

The operation of this new programmatic space within City Hall will require support from a number of existing staff, supplemented by support from the existing corps of volunteer City Hall tour guides, as well as future support from potential community partners. It will be managed by the Cultural Services Department using human resources that already exist but additional operational and staffing needs will need to be considered over time depending upon how the public responds to the programming being offered. In the short term, existing staff will be able to manage and administer the space and the related programming but it is anticipated that future changes, such as opening up the Market Wing doors as a public entrance, for example, would require more work in terms of security, accessibility and managing the flow of residents and visitors through the space. As part of this proof of concept, staff will assess and refine the operational model and report back on changes that may need to be made, including staffing and budget implications.

Next Steps

With direction from Council to pursue the work as outlined in this report, the next steps related to the redevelopment of the Market Wing would include contracting and completing the necessary renovation work within the space that will be managed by the FMCS Department with the support of the Cultural Services Department. Concurrently, staff within the Cultural Services Department will also be developing the initial content to be installed in Q3 2020. Following the initial installation of exhibition content, staff will continue to engage with partners and stakeholders within the community to develop future exhibitions and programming for 2021 and 2022 as proposed.

Staff will also report back to Council in 2022 regarding the success of the proof of concept as presented, along with additional proposals designed to leverage Kingston City Hall along with other City-owned and community spaces within the City to interpret local history, to showcase local art and artists and to foster increased economic activity related to creative industries in a Kingston context.

Existing Policy/By-Law:

The proposal outlined in this report has been developed in response to the Kingston Culture Plan (2010) along with numerous strategic plans and projects that include the Integrated Cultural Heritage and Cultural Tourism Strategy (2014); Visual Arts Strategy Report (2014); Kingston Commemorations Strategy (2016); and the Integrated Destination Strategy (2019). The proposal also responds to Council's Strategic Priorities and anticipates the findings that are emerging in relation to the projects "Your Stories, Our Histories" and "Engage for Change, Phase II" that will be completed in 2020.

Notice Provisions:

None

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Accessibility Considerations:

None

Financial Considerations:

The renovation and fit-out work required as part of this redevelopment plan will be covered by the Cultural Services Department using capital budgets previously approved related to the development of interpretive projects and spaces within Kingston City Hall. The budget for this work has been estimated at \$140,000 and there is sufficient budget available to cover this cost. An additional \$50,000 has also been identified within existing approved capital budgets related to City Hall exhibit development to support an initial round of exhibition installations within the Market Wing once it has been renovated.

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Speros Kanellos, Director, Facilities Management & Construction Services

Exhibits Attached:

Exhibit A Market Wing Redevelopment Plan: Floor Plan, Market Wing, Kingston City Hall

Market Wing Redevelopment Plan

Floor Plan, Market Wing, Kingston City Hall

