



CITY OF RICHMOND

REPORT TO COMMITTEE

TO: Community Services Committee

DATE: January 24, 2000

FROM: Jane Fernyhough
Manager, Cultural Services

RE: Strategies for Regional Arts and Cultural Development in Greater Vancouver

STAFF RECOMMENDATION

That Council endorse the report entitled "Strategies for Regional Arts and Cultural Development in Greater Vancouver" from the Regional Cultural Plan Steering Committee and support the preparation of the business planning and implementation options phase.

Jane Fernyhough
Manager, Cultural Services

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CONCURRENCE OF GENERAL MANAGER

STAFF REPORT

ORIGIN

In November 1999 the GVRD Board received the Phase 2 report of the Regional Cultural Steering Plan Committee and endorsed the recommendations including the recommendation to:

refer the Strategies document and relevant supporting materials to member municipalities and other organizations including the greater Vancouver Cultural Alliance, business organizations including the Greater Vancouver Economic partnership, tourism organizations including the Greater Vancouver Convention and Visitors Bureau, arts councils and other governments for comment back to the Regional Cultural Plan Steering Committee on issues related to implementation planning by March 2000.

The letter from George Puil, Chair, GVRD Board and the report to the Board of Directors is attached. The report: "Strategies for Regional Arts and Cultural Development in the GVRD" as well as a companion document: "Realizing the Potential: An Economic Development Strategy for Greater Vancouver Arts & Culture Sector" are available in the Clerks Department.

The purpose of this report is to update Council on the undertaking of the Regional Cultural Plan Steering Committee and to communicate the findings of Phase 2.

ANALYSIS

Richmond has a strong history of support for cultural activities in the community and the City has played a major role in supporting local cultural groups. However, it is understood that in order for local organizations to thrive in the community there needs to be a strong, vibrant and supportive regional arts and cultural community. To that end, Richmond chose, in 1995, to participate in an inter-municipal committee dedicated to interpreting the livable region strategy as it related to the arts and culture sector. This committee was asked to:

1. develop a plan to meet the cultural needs of Greater Vancouver, addressing issues of cultural development, cultural diversity, economic development and population growth;
2. ensure an efficient and effective process of cultural development based on a regional strategic plan and through coordination of cultural planning, facility development and support programs; and,
3. ensure a broad range of high quality cultural services to meet the needs of both residents and visitors to the Lower Mainland.

The Phase 1 report, received by Richmond City Council in January 1998, entitled "Arts and Culture in Greater Vancouver: Contributing to the Livable Region" presented the research that had been done including a cultural inventory of Lower Mainland municipalities, an economic impact study of cultural activities and patterns of cultural participation in the GVRD. The results of the research indicated that by working together on regional initiatives as well as continuing strong local support that the cultural sector's current contributions could be expanded to the benefit of all Greater Vancouver communities.

Phase 2 consisted of several stakeholder consultations to identify major issues and opportunities, studies to assess current and historic levels of funding from federal and provincial sources, determined potential and existing links between culture and economic development in the Lower Mainland, and detailed strategies for a cultural development partnership along with a guide for their implementation. The Phase 2 report, "Strategies for Regional Arts and Cultural Development in the GVRD" recommended focusing on three key strategic directions:

1. improving information exchange and understanding of arts and cultural opportunities region-wide;
2. facilitating regional cultural economic development initiatives; and,
3. enabling coordinated planning and development of region-serving cultural facilities and programs.

The Steering Committee has begun working on the implementation plan, which has three essential components:

- an initial three year business plan to achieve four priority actions;
- options for the form and governance of the structure best able to achieve the desired outcomes; and,
- options for appropriate funding sources.

The four actions that have been selected for which to prepare business plans are:

- develop a Greater Vancouver Cultural Information Network to improve the exchange of information about arts and culture region-wide;
- develop and implement a cultural tourism strategy to increase and enhance region-wide distribution of the social and economic benefits of tourism;
- improve the financial environment for region-serving arts and cultural organizations in Greater Vancouver to secure their quality and sustainability and provide for growth; and,
- review in detail the challenges and obstacles to regional touring of performing and visual arts and heritage exhibitions and develop a program to enhance access to existing arts and cultural activities region-wide.

In order to produce this implementation plan the GVRD Board authorized up to \$100,000 from the GVRD reserves to fund the business plans with the committee reporting back with findings and recommendations later this year. There will be further stakeholder consultations as part of preparing the implementation plan, particularly with public and private sector groups and organizations identified as potential partners.

FINANCIAL IMPACT

No financial impact on the City of Richmond at this point.

CONCLUSION

Arts and culture are an essential part of the social vitality and economic well-being of Greater Vancouver. There are significant opportunities for the sector to contribute more but this will not be realized without the participation and cooperation of the Lower Mainland municipalities working together. The Regional Cultural Plan Steering Committee has started the process of working with stakeholder groups and potential partners to enhance the benefits that arts and culture provide to a livable community and region.

Jane Fernyhough
Manager, Cultural Services

Dec. 10/99 ✓

TO: MAYOR & EACH
COUNCILLOR
FROM: CITY CLERK

PC: Guntz *John Halsey-Brandt*



Greater Vancouver Regional District

4330 Kingsway, Burnaby, British Columbia, Canada V5H 4G8

Policy and Planning Department

Telephone (604) 432-6375

Fax (604) 436-6970

December 8, 1999

File: CR 14-02 RCP

Mayor Greg Halsey-Brandt and Members of Council
City of Richmond
7577 Elmbridge Way
Richmond, BC V6X 2Z8

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Dear Mayor Halsey-Brandt and Members of Council:

Arts and culture are an essential part of the economic and social vitality of Greater Vancouver's communities. In 1996, over 65,000 people were directly employed in the sector, and arts and cultural businesses and organizations generated \$3 billion in direct revenues. Demand for access to arts and culture is high: nearly 80% of Greater Vancouver's adult residents participated in arts and cultural activities in 1996.

There are significant opportunities for the arts and cultural sector to contribute a great deal more, but this potential will not be fully realized on its own. Recognizing this, municipal staff prepared a proposal to develop a plan to meet the cultural needs of Greater Vancouver. The Board endorsed this proposal and agreed to assist in its implementation.

The Board appointed a task group to guide the plan's preparation. The Regional Cultural Plan Steering Committee, comprising municipal staff representatives, consulted extensively with arts organizations, businesses and others about the challenges and opportunities facing the arts and cultural sector.

At its meeting on November 10, 1999, the GVRD Board endorsed the attached report, *Strategies for Regional Arts and Cultural Development in Greater Vancouver*, and the Steering Committee's recommendations for next steps. The next steps are outlined in the Steering Committee's report to the Board, which is also provided for your information.

The Board has asked the Regional Cultural Plan Steering Committee to develop implementation options for the *Strategies*. Your participation in this initiative is important and we ask that you provide your comments related to implementation directly to the Regional Cultural Plan Steering Committee by March 2000. The Steering Committee will bring forward implementation options for discussion to a public workshop planned for the spring of 2000.



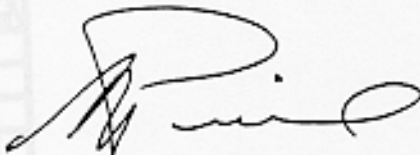
* 34 page report available in City Clerk's Office

December 8, 1999

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Key reports prepared during the planning process are attached. ^{**}^{*} If you require additional information, please contact the Chair of the Steering Committee, Burke Taylor, at 873-7487 or Nancy Knight in GVRD's Policy and Planning Department at 436-6968.

Yours truly,



George Puil
Chair, GVRD Board

Enclosures

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*** both reports in City Clerk's Office.*





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Communication, Education and Culture Meeting: October 7, 1999

Board Meeting Date: November 10, 1999

To: Board of Directors
From: Communications, Education and Culture Committee
Date: September 10, 1999.
Subject: Strategies for Regional Arts and Cultural Development in Greater Vancouver: Next Steps

Board Decisions:

That the Board:

- a) endorse the Regional Cultural Plan Steering Committee's Phase II report: *Strategies for Regional Arts and Cultural Development in Greater Vancouver*;
 - b) convey the Steering Committee's analyses of federal and provincial funding to the Minister of Canadian Heritage and the Minister of Small Business Tourism and Culture, noting the need for a collaborative process to improve the financial environment for arts and cultural development in Greater Vancouver;
 - c) refer the *Strategies* document and relevant supporting materials to member municipalities and other organizations including the Greater Vancouver Cultural Alliance, business organizations including the Greater Vancouver Economic Partnership, tourism organizations including the Greater Vancouver Convention and Visitors Bureau, arts councils and other governments for comment back to the Regional Cultural Plan Steering Committee on issues related to implementation planning, by March, 2000;
 - d) request the Regional Cultural Plan Steering Committee to develop options for an implementation plan to be presented for consideration by the Board and municipal Councils in June 2000;
 - e) provide up to \$100,000 from GVRD reserves to fund the business planning necessary to develop the implementation options, noting that some contributions may be obtained from other funding partners; and
 - f) thank the Vancouver Foundation, the B.C. Ministry of Municipal Affairs, and Human Resources Development Canada for their contributions in developing the *Strategies*.
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Purpose

To present *Strategies for Regional Arts and Cultural Development in Greater Vancouver*, the Phase II report of the Regional Cultural Plan Steering Committee, and to recommend the next steps.

Context

The Greater Vancouver metropolitan area grew rapidly over the past decade, adding more than 500,000 people from diverse cultural origins to reach a total population of 2 million. This was matched by shifts in the urban region's economy to an increasing emphasis on knowledge-based industries, tourism and higher order services. Greater Vancouver's municipalities manage this growth individually and collectively through local and regional strategies.

Our cultural interests are a part of and are strongly affected by these broader changes in Greater Vancouver. The sharing of arts and cultural heritage among the diverse groups in our communities increases intercultural and intergenerational understanding, strengthens social bonds and our mutual sense of identity. Demand for access to arts and culture is increasing, and many of the new and rapidly growing economic sub-sectors require creative and cultural inputs – including cultural tourism, new media, film and television. This is strategically important in the future of Greater Vancouver due to the numerous connections between arts and culture and so many other aspects of community and regional development.

Arts and culture play an important role in the economic and social vitality of our communities. In 1996 this included:

- 79% attendance and participation by Greater Vancouver adult residents in arts and cultural activities,
- \$3 billion in direct revenues reported by arts and cultural organizations and industries, and
- 65,000 people directly employed in the sector.

As the Board recognized, there is potential for this sector to contribute a great deal more but that potential will not be fully realized on its own. To facilitate the coordination and cooperation needed to act on the opportunities effectively and efficiently, the GVRD Board approved a municipally-driven strategic cultural planning initiative in 1995.

The Planning Process

The Board established the Regional Cultural Plan Steering Committee, comprising staff members from the GVRD's member municipalities, with the following mandate:

- to develop a plan to meet the cultural needs of Greater Vancouver, addressing issues of cultural development, cultural diversity, economic development and population growth;
- to ensure an efficient and effective process of cultural development based on a regional strategic plan and through coordination of cultural planning, facility development and

support programs; and

- to ensure a broad range of high quality cultural services to meet the needs of both residents and visitors to the lower mainland.

A major milestone in this process was the report *Arts and Culture in Greater Vancouver Contributing to the Livable Region*, endorsed unanimously by the Board in 1997. This report:

- summarized the research undertaken in Phase I of the planning process which revealed the economic and social importance of arts and culture in Greater Vancouver, and
- indicated that the cultural sector's current contributions can be expanded to the benefit of Greater Vancouver's communities.

The attached report, *Strategies for Regional Arts and Cultural Development in Greater Vancouver*, is the culmination of Phase II of the planning process. This phase included further investigation of cultural funding issues and economic development opportunities to "grow" the arts and culture sector, and public consultation on issues to be addressed in the *Strategies*. Key milestones and findings from Phase II were:

- A June 1998 public workshop identified the serious funding issues facing non-profit organizations, needs for affordable cultural facilities especially those suitable for touring across the region, and demand for better information about cultural development opportunities and activities around the region.
- Research on senior government spending revealed long-standing patterns of disproportionately low levels of Federal and Provincial funding and investment in BC's cultural sector. The report, *Submission to the House of Commons Standing Committee on Canadian Heritage*, revealed that Federal spending on culture in BC between 1986 and 1997 was never higher than 45% of the national average and was declining, with BC only receiving 36% of the national average in 1996-97. And the report *Government of British Columbia Expenditures on Culture: 1987/88 to 1996/97* showed that the Province's per capita spending on arts and culture, excluding libraries, was \$22.95 per capita in 1996/97, placing it eighth out of the ten provinces and \$11.64 less than the average per capita invested by the rest of the provinces.

The issue of senior government support is so important and urgent, the Steering Committee recommends that the GVRD Board convey the analyses of federal and provincial funding to the Minister of Canadian Heritage, and the Minister of Small Business, Tourism and Culture and invite them to participate in a collaborative process to improve the financial environment for arts and cultural development in Greater Vancouver.

- A major study by PriceWaterhouseCoopers involving representatives from the commercial and not-for-profit sectors concluded that there are substantial opportunities for improving the links between cultural development and economic development in Greater Vancouver. The key opportunities are in cultural tourism, film, television and new media. Also, in reviewing best practices in selected Canadian and U.S. metropolitan areas, PWC found that the most successful had adopted strategic plans and established cultural development organizations to pursue opportunities and ensure the benefits are secured.
- A June 1999 public workshop, to which municipal councillors were invited, provided an opportunity to discuss cultural economic development opportunities and the draft directions and actions for the *Strategies*. Many councillors attended the session and noted that participants strongly supported the draft *Strategies* and called for a cultural development partnership in Greater Vancouver to guide their implementation.

Summary of the *Strategies*

The *Strategies* report recommends focusing on three key Strategic Directions:

- enabling coordinated planning and development of region-serving cultural facilities and programs;
- facilitating regional cultural economic development initiatives; and
- improving information exchange and understanding of arts and cultural opportunities region-wide.

Each Strategic Direction includes Actions that address opportunities and needs identified in the consultation and strategic planning process. Many identify community-partnerships to be developed, while acknowledging the important stake that local governments and their communities have in the growth and development of the arts and culture sector in Greater Vancouver. Details of the *Strategies* and Actions can be found on pages 11-17 in Attachment A. These Strategic Directions are intended to focus on the key issues and opportunities in arts and cultural development in Greater Vancouver that are best addressed cooperatively at the regional level. In doing so, the *Strategies* would complement and enhance the initiatives of local governments and arts and cultural organizations in Greater Vancouver.

The *Strategies* are grounded in extensive research and consultation, were developed by an inter-municipal team, and are endorsed by the Greater Vancouver Cultural Alliance, the Greater Vancouver Convention and Visitors Bureau and the Vancouver Board of Trade. For the *Strategies* to be realized and the benefits to be felt region-wide, the report recommends that Greater Vancouver's local governments together create an inter-municipal partnership for cultural development in Greater Vancouver. A stable partnership with the appropriate resources and skill base to build community partnerships, and to coordinate implementation is needed to

ensure that the *Strategies* are successful. How local governments would structure and participate in the partnership is the subject of the next phase of the Steering Committee's work. Further details of how this would be developed are provided in the next section.

Next Steps: Implementation Planning

The next phase of work is to develop, in consultation with member municipalities and community stakeholders, implementation options and a recommended implementation plan for the *Strategies*. Discussions of options would be pursued through workshops and potentially a Council of Councils meeting in early 2000. In addition, the Steering Committee recommends the Board request that member municipalities and other organizations provide the Steering Committee with comments related to implementation.

It is recommended that implementation options focus on the funding and organizational alternatives for delivering the *Strategies*, given a defined set of near-term deliverables. Based on the public consultations and research, the Regional Cultural Plan Steering Committee recommends that these deliverables reflect the Actions identified as the highest priorities, as follows:

- Improve the financial environment for region-serving arts and culture in Greater Vancouver, to ensure their quality and sustainability and provide for growth.
- Develop a "Greater Vancouver Cultural Information Network" to improve the availability of information about arts and culture.
- Develop and implement a cultural tourism strategy to enhance Greater Vancouver's cultural attractions, grow the cultural tourism sector, and increase regional distribution of the economic and social benefits of cultural tourism.
- Review in detail the challenges and obstacles to regional touring of performing and visual arts and heritage exhibitions, and develop a program to improve access to existing arts and cultural activity region-wide by facilitating their distribution to existing venues.

In the implementation planning process, some of the organizational options for the inter-municipal cultural development partnership that would likely be investigated include:

- a separate not-for-profit organization such as the Fraser Basin Council or the Greater Vancouver Economic Partnership in which local governments could be directly represented or collectively represented through the GVRD Board's participation;
- a separate governmental entity such as TransLink that would have appointed or elected Board members;
- a separate inter-municipal arrangement; or
- the GVRD assuming the main responsibility for facilitating the *Strategies'* implementation acknowledging that there would be partnerships built with other organizations throughout Greater Vancouver to effect the *Strategies'* implementation.

Funding options that would likely be investigated include:

- funding contributions from the federal and provincial governments, foundations and private sector partners on shared interests and partnered initiatives - including capital;
- the GVRD cultural levy either in its current or some altered format;
- a visitor or hotel surcharge as occurs in other metropolitan areas in acknowledgement of the role of arts and culture in attracting tourists;
- a special assessment such as the Heritage Parkland Acquisition Fund or the funding contribution to the Fraser Basin Council;
- cost recovery on select services;
- fee for service on select services; or
- combinations of the above.

As part of this work, a review of the GVRD cultural grants program could also be completed. This program has not yet had the benefit of a program review under the GVRD's reorganization initiatives. Members of the Regional Cultural Plan Steering Committee have strong experience with cultural grant programs that would be useful in such a review.

The Regional Cultural Plan Steering Committee believes that the success of the *Strategies* depends on the formation of an inter-municipal partnership for cultural development – one that has ongoing active involvement of Greater Vancouver municipalities. To ensure that the proposed partnership is fully supported by the municipalities, the Steering Committee proposes to present the implementation options and Committee recommendations to the GVRD Board for referral to member municipalities.

Committee Comments

At its meeting on September 22, 1999, the Regional Administrative Advisory Committee passed the following resolution:

"That the Regional Administrative Advisory Committee advise the GVRD Board that it supports the Regional Cultural Plan Steering Committee's recommendations as presented in the attached report: *Strategies for Regional Arts and Cultural Development in Greater Vancouver*, dated September 10, 1999."

Alternatives

Option 1: The Board could endorse the recommended *Strategies*, refer the report to member municipalities and other organizations for comment on implementation, and, request the Regional Cultural Plan Steering Committee to develop options for implementing the *Strategies*. This is the recommended alternative.

Under this option, the Board would request by March, 2000, all comments related to implementing the *Strategies* from member municipalities and other organizations. The Regional Cultural Plan Steering Committee would develop implementation options for the Board's and municipal Councils' consideration in June 2000.

This course of action supports the continued involvement of the Regional Cultural Plan Steering Committee, an inter-municipal staff group, in developing the implementation options. Based on best estimates from PriceWaterhouseCoopers and previous staff experience, approximately \$100,000 is needed to undertake the business planning and analysis required to develop implementation options. Some offset may be available from senior governments or other partners.

Option 2: The Board could refer the *Strategies* to member municipalities and other organizations for their review and comment, and take no further action at this time.

This option would delay the process of examining critical issues and the development of an implementation strategy. Consultations in the planning process revealed a significant need and strong support for proceeding with a regional strategy for arts and cultural development, and with the Strategic Directions presented in the *Strategies* report. Members of all municipal councils in the GVRD were invited to comment on the draft strategies earlier this year, and elected representatives from around the region participated in the June 1999 workshop at which the draft strategies and actions were reviewed in detail.

Option 3: The Board could receive the *Strategies* and take no further action.

This option would end the process of developing a strategy for regional arts and cultural development in Greater Vancouver. The research and public consultation process has indicated that this region-wide strategy is needed to address long-standing challenges to the well-being of region-serving cultural organizations, to provide significant benefits for all of Greater Vancouver's communities, and to contribute to the growth and development of the region's economy. These benefits would be foregone under this option, as well as the potential to capitalize on other opportunities such as the 2010 Olympic Arts and Cultural Festival program, which could contribute to the realization of Greater Vancouver's vision of cultural development.

Conclusion

The cultural sector has the potential to be a key factor in Greater Vancouver's new economy as well as a key contributor to our quality of life, social development and community harmony. Realizing that potential relies on strategic actions that will support and enable the not-for-profit and commercial organizations in our communities to capture and capitalize on the opportunities. An inter-municipal partnership for cultural development, focusing on these strategic directions

and community partnerships can create the base of resources, facilities, information and skills needed for arts and culture to flourish region-wide.

The *Strategies* report responds to the Board's request for a plan to meet the cultural needs of Greater Vancouver. The Strategic Directions, identified through research and consultation, are focused on processes and activities that are more effectively and efficiently addressed at the regional level. They are intended to complement local government arts and culture initiatives, providing the region-wide support to enable their growth and development. Municipalities have been consulted at the staff and elected level in the process, along with other key organizations including arts and heritage organizations, educational institutions, cultural industries, tourism and other business organizations, and other levels of government.

The recommended next step is to develop a recommended implementation plan, with views from member municipalities and other organizations integrated into its development.

Attachments:

- A: Strategies for Regional Arts and Cultural Development in Greater Vancouver.