



## **Committee of the Whole Report**

### **For the Meeting of November 9, 2017**

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**To:** Committee of the Whole **Date:** October 27, 2017  
**From:** Jocelyn Jenkyns, Acting City Manager  
**Subject:** Council Workshop - Draft Create Victoria Arts and Culture Master Plan

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### **RECOMMENDATION**

That Council:

Direct staff to update the draft Create Victoria Arts and Culture Master Plan based on public input received and prepare a final proposed plan for Council consideration.

Receive the Economic Impact Assessment report for information.

### **EXECUTIVE SUMMARY**

The City of Victoria's Arts and Culture Master Plan is a process of cultural assessment, research, and community engagement undertaken to chart a course for Victoria's future cultural development. The plan is a comprehensive, strategic and integrated policy framework to advance key directives in the City's Official Community Plan (OCP) and Strategic Plan towards the goal of a common vision, policy framework and action plan for arts and culture.

The Create Victoria engagement has followed a three-phase process:

- Phase 1: Planning and Assessment (September to December 2016)
- Phase 2: Cultural Policy Vision and Strategy (January to Mid-April 2017)
- Phase 3: Draft Policy and Draft Master Plan Consultation / Finalizing the Policy and Master Plan (Mid-June to present)

Since engagement began in September 2016, Create Victoria has participated in 27 engagement activities, reached 1,950 people in-person, and increased the Arts Victoria culture map by 87 new resources. Based on the synthesis of feedback received in Phase 1 and 2, a draft Master Plan has been circulated for public review and comment between June to September 2017. Throughout this process the Create Victoria Advisory Group led by Councillor Madoff and Councillor Loveday have provided ongoing expertise, knowledge and input into the planning process and draft plan.

The four strategic areas Connecting People and Spaces, Building Cultural Leadership, Telling Our Story, and Being Future Ready form the key priorities for the City in realizing the vision and future cultural development in the city. By focusing energy, resources and investment into these key focus areas, the City of Victoria can foster a thriving cultural ecosystem where creativity, innovation and

artistic excellence can flourish, where all citizens and visitors can participate in the cultural life in the city and diversity is celebrated reflecting a shared authentic identity.

Key highlights within the draft Arts and Culture Master Plan include:

- Optimizing the role of the Arts, Culture and Events Office to meet the demands of and align with community need.
- Investment in cultural capital and the continuum of cultural space needs from accessing micro-venues, brokering cultural space use, to longer term cultural space development.
- The City will work in partnership through a series of actions to foster opportunities for both public and private sector support.
- The plan is guided and takes direction from United Nations Declaration on the Rights of Indigenous People and the Truth and Reconciliation Calls to Action.
- Opportunity to position Victoria as a cultural destination by building on its heritage legacy as well as the music, festival, and events scene.
- A commitment to social inclusion, diversity and multiculturalism.

A key deliverable of the Create Victoria planning project is the Economic Impact Assessment. The consultancy firm, Nordicity, was retained to produce an estimate the economic impact of cultural activity in Victoria. The methodology included collecting data through an online survey of cultural organizations and artists in Victoria. Nordicity then used the BC Stats Input Output Model (BCIOM) to model the direct, indirect and induced impacts that this cultural activity had at the Census Metropolitan Area (CMA) in 2016.

The highlights from the report include:

- In total, there are 475 cultural organizations in Victoria which generated 2,700 FTEs of employment, \$88 million in labour income and \$104 million in GDP.
- In total, there are 1100 independent cultural workers. Artists in Victoria generated 1,070 FTEs of employment, \$14.3 million in labour income and \$18 million in GDP. The survey noted that 74% of independent artists make less than \$20,000 per annum from cultural activities.
- The economic impact of culture goes beyond cultural activity. Visitors to cultural attractions in Victoria also spend on food, accommodations and retail purchases, which yield an additional economic impact for the Victoria economy. In total cultural tourism generated \$82 million in labour income; a contribution of \$115 million to GDP; and, the generation of 2,040 FTEs.
- The economic impact of cultural activity and cultural tourism can be summed to arrive at an estimate of the total economic impact of the cultural sector in Victoria. In total, the cultural sector in Victoria generated 5,810 FTEs of employment in Victoria and \$184.3 million in labour income and \$236.9 million in GDP.

Following the workshop, the project team will take Council and public feedback and prepare a final plan for Council consideration. An implementation plan with timeline, budget, stakeholders and outcomes will be included with the proposed plan.

## **PURPOSE**

The purpose of this report is to check in with Council on any issues, opportunities or comments for the project team to consider before the Create Victoria Arts and Culture Master Plan is presented to Council for consideration.

## **BACKGROUND**

Cultural planning can be defined as a process of inclusive community consultation and decision making that helps local government identify cultural resources and think strategically about how these resources can help a community to achieve civic goals. It's a strategic approach that integrates the community's cultural resources into a wide range of municipal planning initiatives to fulfil strategic objectives including social cohesion and economic prosperity.

The Create Victoria Arts and Culture Master Plan will deliver:

- An updated inventory of City-owned and community-run arts and culture facilities and assets.
- A Cultural Policy to guide future decision-making in cultural development, including a vision statement, values, guiding principles and policy statement.
- A community-informed Arts and Culture Master Plan that will include goals and strategic priorities, timelines, budget and measurement tools to monitor, assess and evaluate progress including cultural impact and quality of life indicators.
- An Economic Impact Assessment to analyze and summarize the direct economic impact of Victoria's arts and creative industries.

The Create Victoria engagement has followed a three-phase process:

- Phase 1: Planning and Assessment (September to December 2016)
- Phase 2: Cultural Policy Vision and Strategy (January to Mid-April 2017)
- Phase 3: Draft Policy and Draft Master Plan Consultation / Finalizing the Policy and Master Plan / Implementation Framework (Mid-June to present)

A wide range of engagement strategies were used to reach out to the public and encourage two way conversation, and included surveys, meetings and presentations, a targeted key influencer workshop, and broad community engagement which featured a series of Cultural Cafés. The Cultural Cafés were successful in bringing together diverse groups of arts and culture industry workers in conversation, who would otherwise not normally meet, to discuss shared concerns and potential ideas for moving forward.

The public was invited to provide feedback on the draft Master Plan from June to September via an online survey, open house, pop up kiosks at summer events and drop in sessions at City Studio. In total 293 people provided input into the draft plan. Staff are currently reviewing the feedback received and will use this feedback along with direction from the Council workshop to prepare a detailed summary which will indicate what was heard and how this feedback will shape the final proposed plan.

The engagement summary for Phase 1, 2, and 3 is attached in Appendix A.

## **ISSUES & ANALYSIS**

### **Create Victoria Arts and Culture Master Plan**

The draft plan proposes a vision, bold moves, and four key strategic priority areas with goals, objectives and action items attached to each key strategic area. The four strategic priority areas align with the City's cultural vision, values and guiding principles, as well as the City of Victoria's Strategic Plan, the Official Community Plan, Neighbourhood Plans and the Parks and Open Space Master Plan.

Proposed strategic priority areas include:

#### **Strategic Priority 1: Connecting People and Spaces**

*Goal: Everyone feels welcome and able to access affordable spaces for creative participation, production and enjoyment.*

There is a continuum of need for affordable creative spaces, from live/work studio space and micro venues, to temporary public art and creative place-making opportunities, to the development of a larger cultural facility such as a cultural hub or purpose built arts and cultural centre. Space need challenges include affordability, difficult and restrictive regulatory environment (i.e. zoning, fees and permits), loss of existing spaces due to development, lack of flexible pop up spaces and indoor/outdoor event spaces, and limited capital funding.

A number of action items including a Cultural Infrastructure Fund, improving existing cultural spaces and incentivizing private developers to contribute to cultural spaces has been included for consideration.

#### **Strategic Priority 2: Building Cultural Leadership**

*Goal: The City facilitates cultural leadership by collaborating with partners, and supporting and guiding initiatives.*

By prioritizing a role of collaboration and facilitation, the City will continue to act at a strategic level as a convenor, broker and collaborator, wherein it doesn't necessarily have to be the lead and can divest itself of implementation where appropriate. Building the capacity of artists, creative entrepreneurs, and non-profit arts organizations and strengthening skill development will help to create a stronger, sustainable creative ecosystem in the long term.

The Arts, Culture and Events office is proposed to be repositioned as a Cultural Hub to "roll out the red carpet, instead of the red tape" and continue to build collaborative community partnerships. The Cultural Hub, similar to the Business Hub, will be a one-stop shop and go to resource for the community and will include streamlining processes, inquiries and requests.

#### **Strategic Priority 3: Telling Our Story**

*Goal: Victoria champions and promotes its artistic excellence and creative scene, and continues to preserve and conserve its artistic and heritage legacies.*

Victoria is home to talented creative people and has a history of artistic excellence. Championing and promoting this work in the region and beyond is key to advancing a vibrant music, festivals

and events scene, and building on a strong heritage legacy. At the same time, it is essential to continue to lead and respond to new ways of working. Ensuring Indigenous voices and stories are shared, and opportunities to learn about reconciliation and the shared history of Indigenous Peoples and all Canadians, through inclusive dialogue, celebration and performance.

#### **Strategic Priority 4: Being Future-Ready**

*Goal: Victoria leads as a Creative City through innovation in fostering a thriving creative ecosystem.*

Through bridging technology, creative entrepreneurship, private and public sectors, economic and tourism development, and arts, culture and heritage, this strategic priority area will be a key shift in Victoria's next phase of cultural development. By being forward-thinking, Victoria will be ready to serve a changing cultural landscape and new arts era.

By addressing cultural exports, creative worker attraction and retention and seizing opportunities to work with the local technology sector and capitalize on digital strategies, Victoria can become a recognized home to artists, designers, performers and innovators.

Staff continue to review feedback from the public and survey results. Early results from the survey indicate support for the vision and cultural policy and strategic priority areas. Respondents support simplified language for the overall plan and ways to shorten the plan to make it easier to navigate.

#### **Economic Impact Assessment**

A key deliverable in the 2015-2018 Strategic Plan under Objective 10: Nurture Our Arts, Culture and Learning Capital was to Fund an Economic Impact Study linked to the Arts and Culture Master Plan.

Nordicity was contracted to complete the study in conjunction with the Create Victoria planning process. The methodology included collecting data through an online survey of cultural organizations and artists in Victoria. Nordicity then used the BC Stats Input Output Model (BCIOM) to model the direct, indirect and induced impacts that this cultural activity had at the Census Metropolitan Area (CMA) in 2016.

The different types of economic impact are described briefly below:

- **Direct Impact** – The direct impact refers to the increase in GDP, FTEs, and labour driven income directly associated with artists/cultural organizations in the cultural sectors.
- **Indirect Impact** - The impact that occurs when creative workers, companies and other organizations in various creative industries value chains purchase inputs from other industries.
- **Induced Impact** - The induced economic impact arises when households re-spend their income throughout the wider economy.
- **Total Economic Impact** - The total economic impact is equal to the sum of the direct, indirect, spill over and induced economic impacts.

While the BCIOM can only provide estimates of the economic impact at the CMA level, Victoria is the commercial centre of this area, so it's estimated that the vast majority, if not all of the economic



impact, falls within the City of Victoria. The analysis of the economic impact of cultural activity was examined in terms of two categories: cultural organizations and artists.

In total, cultural organizations generated 2,700 FTEs of employment for Victoria in 2016, \$88 million in labour income and \$104 million in GDP. Artists in Victoria generated 1,070 FTEs of employment, \$14.3 million in labour income and \$18 million in GDP.

Artists also made a significant contribution to the economic impact of cultural activity in Victoria. These were an estimated 1,100 artists in Victoria in 2016 (or 940 FTEs of employment). These artists earned an estimated \$7.5 million in labour income. Artists buy supplies and services from other industries as well. As a result, their indirect impact generated \$4.8 million in labour income, a \$7 million GDP contribution and 100 FTEs. Artists also re-spend their labour income which results in an induced impact that generated \$2 million in labour income, \$2.7 million in GDP and 30 FTEs of employment for the Victoria economy. In total, artists generated 1,070 FTEs of employment, \$14.3 million in labour income and \$18 million in GDP for the Victoria economy in 2016.

The economic impact of culture goes beyond cultural activity. Visitors to cultural attractions also spend on food, accommodations and retail purchases, which yield an additional economic impact for the Victoria economy. Tourists can have an even larger impact on the local economy through expenditures in the retail and hospitality sectors, which can be attributed to their attendance at cultural activities. In total cultural tourism generated \$82 million in labour income; a contribution of \$115 million to GDP; and, the generation of 2,040 FTEs.

The economic impact of cultural activity and cultural tourism can be summed to arrive at an estimate of the total economic impact of the cultural sector in Victoria. In total, the cultural sector generated 5,810 FTEs of employment in Victoria and \$184.3 million in labour income and \$236.9 million in GDP.

The report notes that this estimate of the impact of the cultural sector on the Victoria economy should be viewed as a lower limit. While the estimate of the economic impact quantifies the impacts generated in the cultural sector, the spill over effects generated in the tourism sector it does not capture the wider spill over effects in other sectors of the economy. The cultural sector attracts skilled workers, entrepreneurs and businesses to a region. As a result, a thriving cultural sector can have even wider economic impacts on a regional economy which cannot necessarily be captured through a conventional economic impact analysis.

The full report is attached in Appendix C.

## **NEXT STEPS**

The next step is to refine and incorporate feedback from Council and the public and present a proposed Arts and Culture Master Plan to Council. An implementation plan will be included along with the Master Plan which will include timeline, budget, stakeholder, measurement tools and outcomes.

## **OPTIONS AND IMPACTS**

Feedback from the Advisory Group, city staff and the public suggest support for the strategic priority areas, goals and objectives in the Create Victoria Arts and Culture Master Plan. Staff recommend proceeding with an analysis of engagement feedback, consider revision and preparing a final proposed plan for consideration by Council. No other options are identified.

### *Accessibility Impact Statement*

The Master Plan contains a number of directions that will make public spaces and cultural facilities more accessible to people of all abilities and is detailed under Objective 1.4 in the plan “*Facilitate social inclusion, promote diversity, community wellness and accessibility in cultural spaces*”.

### *Strategic Plan 2015-2018*

The City’s Strategic Plan identifies the development of an Arts and Culture Master Plan as a 2016 Action which states:

- Develop Arts and Culture Master Plan
- Fund an Economic Impact Study linked to an Arts and Culture Master Plan
- Identify scope and develop budget strategy for a new Central Library and for a library branch at Capital Park in James Bay

### *Impacts to 2015 – 2018 Financial Plan*

The City currently allocates approximately \$1.4 million dollars in support of Arts and Culture. Implementation of the plan will require financial considerations by Council given the expectations. At this time, we do not have a recommendation for Council. This will be delivered with the Master Plan and implementation plan.

### *Official Community Plan Consistency Statement*

The proposed Arts and Culture Master Plan is consistent with the direction in OCP Chapter 16 Arts and Culture.

16.9 Provide direction for cultural planning through the development and regular update of a Cultural Plan, that:

16.9.1 Establishes a vision and action plan for arts and culture in Victoria;

16.9.2 Seeks opportunities for partnership with the public, private and non-profit sectors;

16.9.3 Maintains, develops and enhances the delivery of City arts and culture programs;

16.9.4 Enhances support to local, non-profit groups engaged in arts or culture programs;

16.9.5 Sets targets for future cultural spaces, including new or upgraded civic, institutional and private facilities; and,

16.9.6 Identifies tools to secure new cultural spaces, including: senior government funding; land donations; developer contributions, private donations; and, changes to regulations.

16.10 Maintain and regularly update an inventory of cultural resources.

## **CONCLUSION**

The project team is pleased with the progress made to date and the feedback that has been received. Victoria is poised to establish itself as a city that embraces and celebrates the past

through the celebration and preservation of our history and heritage while being on the leading edge of art, design, culture, emerging creative industries and innovation. The Master Plan can provide momentum for the City to progress forward by leveraging and harnessing our cultural resources to meet civic and community goals.

Respectfully submitted,



Nichola Reddington  
Senior Cultural Planner



Jocelyn Jenkyns  
Acting City Manager



**Report accepted and recommended by the City Manager:** \_\_\_\_\_

**Date:** November 2, 2017

#### **List of Attachments**

- Appendix A: Engagement Summary
- Appendix B: Phase 3 Survey
- Appendix C: Nordicity's Final Survey Report and Economic Impact Assessment
- Appendix D: Draft Arts and Culture Master Plan