



Governance and Priorities Committee Report

For the Meeting of January 21, 2016

To: Governance and Priorities Committee **Date:** January 14, 2016
From: Jocelyn Jenkyns, Deputy City Manager
Subject: Arts and Culture Master Plan Project Plan

RECOMMENDATION

That Council approve the Project Plan for the Arts and Culture Master Plan.

EXECUTIVE SUMMARY

The City of Victoria's Arts and Culture Master Plan project is a year-long process of cultural assessment, research, and community engagement undertaken to chart a course for Victoria's future cultural development. The plan will be a comprehensive, strategic and integrated policy framework to advance key direction 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 planning process will be divided into three phases with completion in the winter of 2017. A supplementary request of \$116,000 has been included as part of the financial budgeting process.

Phase 1 will involve the mapping and assessment of Victoria's cultural resources building on the mapping completed in 2010 and maintained annually by the community. The Cultural Resource Framework, developed by Statistics Canada, will define the scope of inventory management.

This phase will also include developing and approving the Terms of Reference for the project's Steering Committee and the appointment of its members, issuing a Request for Offers (RFO) to secure a cultural planning consultant, drafting the engagement strategy, and reviewing existing City planning documents and best practices in North America.

Phase 2 will include broad community engagement to inform and guide the development of a Cultural Policy document. The purpose of the policy will be to provide a vision, guiding principles, goals and strategic priorities for the Arts and Cultural Master Plan. The draft Policy will be available for public feedback prior to Council presentation and approval.

Phase 3 will include the development of the City's draft Arts and Culture Master Plan that turns the approved Cultural Policy into action items for implementation based on a five-year period. Each action will align with the broader goal and strategy approved in the Cultural Policy. The public will have an opportunity to review and comment on the draft Plan prior to presentation and approval by Council.

The Arts and Culture Master Plan will be the guiding document to continue to elevate the City as a destination for creativity, innovation and excellence in the arts. The Plan will build on Victoria's current cultural resources, vibrant community, and collaborative community partnerships.

PURPOSE

The purpose of this report is to seek Council endorsement of the proposed project plan to develop the Arts and Culture Master Plan.

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 its goals. It is 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.

Cultural planning looks at the benefits these cultural resources could bring to a community if planned for strategically. By looking at the community through a cultural lens it can provide fresh perspective in finding ways to:

- Combat social exclusion
- Provide community-driven design opportunities to develop pride of place and civic identity
- Support community empowerment through involvement and ownership of community initiatives
- Support development of partnerships
- Review, assess and improve current programs and services and develop new initiatives in response to identified community needs
- Improve communication and cooperation among stakeholders
- Integrate culture into a larger policy and planning documents to meet strategic objectives
- Improve visibility of artists, cultural workers and organizations
- Improve access Victoria's to arts community
- Improve cultural facilities
- Review, assess and improve funding models to meet the needs of the community.

There is an increasing awareness worldwide that culture and creativity are necessary for cities to thrive. The role of culture in creating vibrant, vital communities is evident and cultural activities such as public art, festivals, and cultural programs are extremely effective tools for engaging a community and articulating a community's value.

Creativity is also an engine of the new economy. Victoria's creative sector contributes directly and indirectly to the community's prosperity by generating economic activity, providing employment and making the city attractive to today's mobile knowledge and technology workers.

ISSUES & ANALYSIS

Currently the City does not have a cultural policy framework to guide decision making and set direction for cultural investment in the community. The City has a Special Event Policy (1999) to provide guidelines on special event permitting in public space and an Art in Public Places Policy (2010) for the funding, placement and selection of public art. The Master Plan will address the policy gaps and review current policies, bylaws and guidelines that provide direction arts, culture and event service delivery.

The proposed project plan will guide the preparation and delivery of the plan. It identifies the

overview, deliverables, scope, and timeframe including major milestones and resources. Further detail is included under Section 6.0 Major Deliverables and 7.0 Scope (Appendix 1).

The scope of the Arts and Culture Master Plan does not include library services. In conducting best practise research with other municipal cultural planning documents and considering the current governance model for the Greater Victoria Public Library and the region, staff do not recommend inclusion of a library services review as part of the Master Plan.

OPTIONS & IMPACTS

The project schedule and resources required to complete the Master Plan are outlined in section 9.0 Budget and 10.0 Staff Resources in the project plan. This project will be completed by the first quarter in 2017 using a combination of existing staff resources and hiring a cultural planning consultant with expertise in cultural mapping, research, assessment and planning to facilitate the completion of the Plan within the timeframe.

The Project Plan recognizes that the proposed budget is to be considered at part of the financial planning process for supplementary budget requests. If the project budget is reduced impacts to the schedule, scope and deliverables will need to be reviewed and brought back to Council for consideration.

Long term budget implications will be identified in the Arts and Culture Master Plan and included as part of the annual financial budgeting process.

The engagement strategy will be developed by the Citizen Engagement and Strategic Planning Department, in consultation with the Steering Committee, and approved by Council prior to engagement with the community. Development and approval of the engagement strategy will commence during the second phase of the project beginning in April 2016.

The City will adhere to the International Association of Public Participation's spectrum of public participation which identifies the level of community involvement in decision-making. The process will focus on the Inform, Consult, Involve and Collaborate levels. The engagement strategy will outline a range of engagement opportunities for public and key stakeholder participation.

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

In addition to staff resources, the total project budget has been estimated at \$116,000 as a supplemental request in 2016. \$76,000 has been allocated to hire a consultant and project expenses for engagement and communication. \$40,000 has been allocated for a contract position to back-fill full time staff responsibilities during the project.

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,

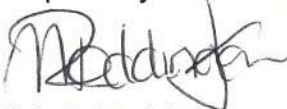
16.9.6 Identifies tools to secure new cultural spaces, including: senior government funding; land donations; developer contributions, private donations; and, changes to regulations.

16.10 Maintain and regularly update an inventory of cultural resources.

CONCLUSIONS

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
Arts and Culture Coordinator



Jocelyn Jenkyns
Deputy City Manager

Report accepted and recommended by the City Manager:

Date:


Jan 15, 2016

List of Attachments

Appendix 1: Project Plan: Arts and Culture Master Plan

PROJECT PLAN

Arts and Culture Master Plan

January 21, 2016

Prepared by:
Nichola Reddington
Arts and Culture Coordinator
Arts, Culture and Events Office

Project Sponsor:
Jocelyn Jenkyns
Deputy City Manager

Project Overview

The purpose of the Arts and Culture Master Plan is to advance key directions 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 City of Victoria's Arts and Culture Master Plan project is a year-long process of cultural assessment, research, and community engagement undertaken to chart a course for Victoria's future cultural development. The Plan will be a comprehensive, strategic and integrated policy framework to guide and set direction for future decision making.

The Plan will articulate a common vision, goals, recommendations and action plan built on the understanding that in addition to being fundamental to our quality of life, arts and culture are vital to Victoria's expanding economy.

The planning process will be divided into three phases, with completion in the winter of 2017:

- Phase 1: Research and Analysis
- Phase 2: Citizen Engagement
- Phase 3: Plan Development and Adoption

Phase 1 will involve the mapping and assessment of Victoria's cultural resources building on the mapping completed in 2010 and maintained annually by the community. The Cultural Resource Framework, developed by Statistics Canada, will define the scope of inventory management.

This phase will also include developing and approving the Terms of Reference for the project's Steering Committee and the appointment of its members, issuing a Request for Offers (RFO) to secure a cultural planning consultant and reviewing existing City planning documents and best practices in North America.

Phase 2 will include drafting and Council approval of an engagement strategy to inform and guide the development of a Cultural Policy document. The purpose of the policy will be to provide a vision, guiding principles, goals and strategic priorities for the Arts and Cultural Master Plan. The draft Policy will be available for public input prior to Council presentation and approval.

Phase 3 will include the development of the City's draft Arts and Culture Master Plan that turns the approved Cultural Policy into action items for implementation based on a five-year period. Each action will align with the broader goal and strategy approved in the Cultural Policy. The public will have an opportunity to review and comment on the draft Plan prior to presentation and approval by Council.

The City of Victoria's Arts and Culture Master Plan will be the guiding document to continue to elevate the City as a destination for creativity, innovation and excellence in the arts. The Plan will build on Victoria's current cultural resources, vibrant community, and collaborative community partnerships.

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 its goals. It is 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.

Cultural planning looks at the benefits these cultural resources could bring to a community if planned for strategically. By looking at the community through a cultural lens it can provide fresh perspective in finding ways to:

- Combat social exclusion
- Provide community-driven design opportunities to develop pride of place and civic identity
- Support community empowerment through involvement and ownership of community initiatives
- Support development of partnerships
- Review, assess and improve current programs and services and develop new initiatives in response to identified community needs
- Improve communication and cooperation among stakeholders
- Integrate culture into a larger policy and planning documents to meet strategic objectives
- Improve visibility of artists, cultural workers and organizations
- Improve access Victoria's to arts community
- Improve cultural facilities
- Review, assess and improve funding models to meet the needs of the community.

Cultural Resource Framework

Cultural Resource Framework is a consistent set of categories of cultural resources. The foundation is Statistic's Canada Canadian Framework for Cultural Statistics. The framework is a cultural mapping tool to systematically identify, record, classify a community's tangible and intangible cultural resources for assessment and analysis as part of the cultural planning process.



Source: Municipal Cultural Planning: A Toolkit for Ontario Municipalities

Cultural assessment involves quantitative and qualitative analysis of cultural resources, including strengths, weaknesses, opportunities and threats. The assessment helps communities understand the local cultural ecology, identify what is needed to strengthen the management of the resources and how they can be leveraged to address civic priorities, inform decision-making and target investment.

The mapping and assessment of cultural resources is the foundational step in cultural planning and will inform the engagement strategy and policy direction as well as establish benchmarks to assess future growth and change.



Source: Municipal Cultural Planning: A Toolkit for Ontario Municipalities

There is an increasing awareness worldwide that culture and creativity are necessary for cities to thrive. The role of culture in creating vibrant, vital communities is evident and cultural activities such as public art, festivals, and cultural programs are extremely effective tools for engaging a community and articulating a community's value.

Creativity is also an engine of the new economy. Victoria's creative sector contributes directly and indirectly to the community's prosperity by generating economic activity, providing employment and making the city attractive to today's mobile knowledge and technology workers.

Victoria's "culture of creativity" also contributes to its highly praised quality of life by building community spirit, social cohesion, and tolerance. It contributes to neighborhood revitalization, and meaningful experiences for youth.

Guiding Principles

The following principles will guide the cultural planning process:

Active Engagement: To actively engage community stakeholders and City staff across all departments in the planning process by following the Core Values for the Practice of Public Participation.

Responsive: Ensure the Plan is flexible and responsive to changing internal and external factors in the community by building in mechanisms to deal with unforeseen circumstances.

Timely Completion: The development of the Plan is completed within the approved resources, timeline and budget.

Forward Thinking: The City is innovative and forward thinking in its approach.

Integrated Planning: The process is coordinated with other City plans including the Strategic Plan and Neighbourhood Plans.

Definitions

Common definitions are critical for the cultural planning process to define scope and build common understanding among all stakeholders. Definitions in the Official Community Plan will be used in the cultural planning process:

Culture defined as practices and values, heritage and place, the arts, diversity and social history.

Arts include visual media (e.g. painting, print-making, drawing, sculpture, crafts, pottery and ceramics, photography, film and video), theatre, music, song, spoken word, literary arts and dance.

Cultural industries is an umbrella term for areas of creative work and cultural production, such as advertising, architecture and interior design, art and antique markets, artisan crafts, fashion design, industrial design, performing arts, print media and publishing, radio and television and visual media.

These definitions will be further refined through Phase 1 and 2 in consultation with the Steering Committee and planning consultant and used in community engagement.

Policy Framework

Currently the City of Victoria does not have a cultural policy framework to guide decision making and set direction for cultural investment in the community. The City has a Special Event Policy (1999) to provide guidelines on special event permitting in public space and an Art in Public Places Policy (2010) for the funding, placement and selection of public art.

The Arts and Culture Master Plan project is guided by the following documents and policies.

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

Official Community Plan

The City's Official Community Plan sets out three broad goals for Victoria arts and culture industry:

- Victoria is a place where artists are able to thrive and where people from all walks of life enjoy formal and informal opportunities to create and enjoy the arts, culture and entertainment activities.
- Victoria's cultural and natural resources are protected and celebrated.
- Lifelong learning opportunities that are culturally appropriate are available for diverse learners of all ages and income levels.

The Official Community Plan references the need for a vision and action plan for arts and culture and to enhance support for local non-profit groups, seek opportunities for partnerships and set targets for future cultural spaces. It also articulates specific direction to complete a Culture Plan including:

- Continue to foster community-led arts and culture programs that engage local residents, organizations and business owners.
- Seek opportunities to partner and collaborate with the Songhees and Esquimalt First Nations on initiatives that acknowledge and celebrate the traditional territory and cultural values of First Peoples.
- Provide direction for cultural planning through the development and regular update of a Cultural Plan, that:
- Establishes a vision and action plan for arts and culture in Victoria;
- Seeks opportunities for partnership with the public, private and non-profit sectors;

- Maintains, develops and enhances the delivery of City arts and culture programs;
- Enhances support to local, non-profit groups engaged in arts or culture programs;
- Sets targets for future cultural spaces, including new or upgraded civic, institutional and private facilities; and,
- Identifies tools to secure new cultural spaces, including: senior government funding; land donations; developer contributions, private donations; and, changes to regulations.

Special Event Policy

The Special Event Policy adopted in 1999 provides requirements applicable to the permitting of special events in the City of Victoria and the regulatory guidelines for people involved in organizing and promoting special events as well as to manage and facilitate the use of limited public spaces and resources.

Festival Investment Grant Policy

The Festival Investment Grant Policy provides direction, guidelines, a purpose statement and criteria for supporting cash and in-kind support to festivals and celebrations to non-profit organizations.

Public Art Policy

In 2010, Victoria City Council approved a new policy to increase funding for art in public spaces and expand opportunities for artists and members of the public to participate in the process. The Art in Public Places Policy was the result of a six-month review of the City's 17 year old public art policy. The Art in Public Places Policy upholds the intentions of the original 1993 document, but reflects more clearly articulated goals, and includes changes in structure, responsibilities and practices. The policy also sets out a new funding formula for public art and ensures ongoing resources for funding through a new Art in Public Places Reserve Fund.

Heritage Strategic Plan

Completed in 2002, The Heritage Strategic Plan provides direction for heritage planning and resources. The Official Community Plan and neighbourhood plans also identify historic resources as a community issue in policies for heritage conservation areas, building types and uses, landmarks and features.

Neighbourhood Plans

Staff will working closely with the Community Planning Division to integrate the Arts and Culture Master Plan and Neighbourhood Plans. The Master Plan will provide broader citywide policy direction and link specific neighbourhood action items and recommendations for inclusion in the Neighbourhood Plans.

Major Deliverables

The Arts and Culture Master Plan project will provide the following deliverables:

- An inventory of City-owned and community run arts and culture facilities and assets building on the cultural mapping that was completed in 2010. It will use the Cultural Resource Framework to define the scope of inventory management.
- Develop and deliver a public engagement process to facilitate community dialogue, identify issues and opportunities, analyze the impacts of different

options and seek feedback on the draft Cultural Policy and the draft Arts and Culture Master Plan.

- A Cultural Policy framework to guide future decision making in cultural development including vision statement, guiding principles, goals and strategic priorities.
- An Arts and Culture Master Plan that will include recommendations to implement the 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 Study to analyze and summarize the direct economic impact of Victoria's arts and creative industries.

Scope

The Arts and Culture Master Plan will be limited in scope and does not include library services for review.

The scope of activities to be addressed in the cultural planning process includes:

- Compiling and reviewing existing policies, plans and previous studies related to arts and culture and draw on this information to inform the engagement strategy and topic themes.
- Identifying and assessing opportunities and gaps for cultural service delivery and articulate the City's role in the delivery of arts and cultural services in the community.
- Assessing and identifying opportunities and gaps in current indoor and outdoor cultural spaces and provide direction on future cultural spaces to be integrated into land use discussions as per direction from the Official Community Plan and Local Area Plans.
- Analyzing and reviewing of current arts and cultural grant programs delivered by the City.
- Reviewing the role of arts and culture in achieving civic goals tied to economic development, placemaking, and community wellness as per direction from the Official Community Plan and Strategic Plan
- Reviewing the role of arts and culture in achieving civic goals tied to animating public space, programming and permitting of civic squares and downtown revitalization as per direction from the Downtown Core Area Plan.
- Review Royal and McPherson operating agreements and reporting structure
- Exploring innovative ways to fund initiatives identified in the Arts and Culture Master Plan.

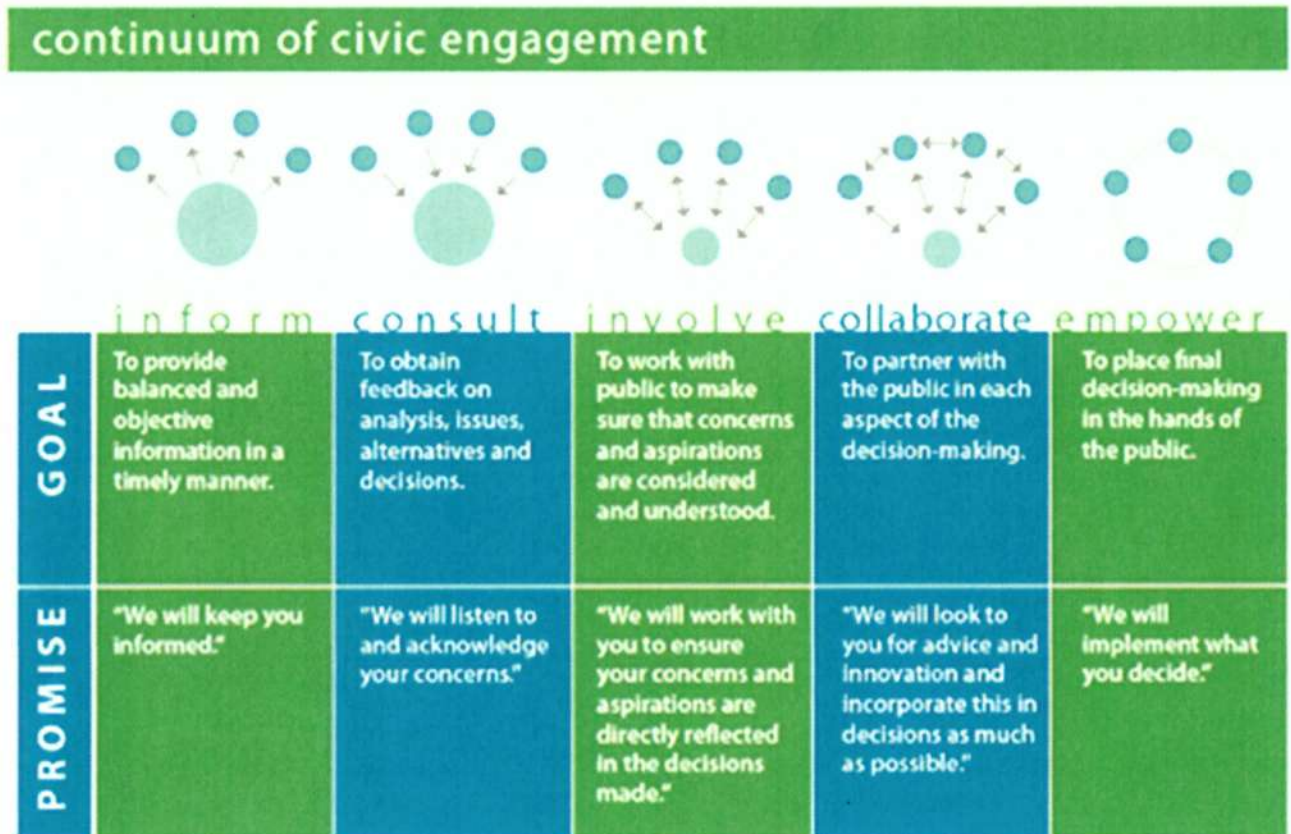
Engagement Strategy

The Engagement Strategy will build on previous engagement efforts during the Arts Scan Cultural Mapping project completed in 2010. Engagement activities during the mapping project included online and in person surveys, key stakeholder interviews, community dialogue sessions with First Nations and multicultural groups, and stakeholder focus groups.

The engagement strategy will outline a range of engagement opportunities for public and key stakeholder participation. The engagement strategy will be developed,

implemented and evaluated by the Citizen Engagement and Strategic Planning Department in consultation with the Master Plan Steering Committee and the planning consultant during the first phase of the project.

The City will adhere to the International Association of Public Participation's spectrum of public participation which identifies the level of community involvement in decision-making. The process will focus on the Inform, Consult, Involve and Collaborate levels.



Source: IAP2 - Auditor General of BC

Project Schedule

The Arts and Culture Master Plan will be completed by the end of 2016. The project will follow a phased approach where tasks, deliverables and milestones of the later phases will be informed by earlier findings in the process.

Key milestones for the project include:

Quarter 1 2016 (January to March)

Terms of Reference: Arts and Culture Master Plan Steering Committee

A terms of reference for the Arts and Culture Master Plan Steering Committee will be drafted and brought to Council in February for consideration and approval. The Steering Committee will participate in the review of the engagement strategy, shaping topic areas

and providing overall guidance, expertise and advice on all phases of the Plans development.

Cultural Planning Consultant

Following approval of the Project Plan staff will issue a detailed Request for Offers for a cultural planning consultant. The scope of the contract will include research; analysis and a summary document of cultural data and best practices, an inventory of cultural resources and assessment of resources, developing and reporting the Economic Impact Study, preparation of the draft policy and plan, facilitation and participation in the community engagement process and assistance in preparing communication and presentation materials.

Background Research

The cultural planning consultant(s) will work closely with the Steering Committee and staff on gathering research and best practice information to inform the engagement strategy and topic areas for discussion.

Quarter 2 2016 (April to June)

Development of an Engagement Strategy

Led by the Citizen Engagement and Strategic Planning staff, an engagement strategy will be developed and brought to Council for approval before engagement begins.

Project Initiation

This phase of the project will include creating a communication plan and building awareness about the project publicly. Key messages will be developed for the project and opportunities for engagement will be outlined in the communication plan.

Quarter 3 2016 (July – September)

Engagement

Broad community engagement is guided by the International Association of Public Participation's spectrum of public participation.

Research Assessment and Analysis

Ongoing research and strategic assessment of cultural resources continues drawing on the expertise and knowledge of the consultant retained to support the planning and engagement process.

Cultural Policy Development

Following the first stage of engagement, research and analysis will be completed, policy development will commence and options recommended to Council for approval. The Cultural Policy will articulate a policy statement, purpose, common vision, guiding principles, goals and strategic priorities.

Quarter 4 2016 (October - December)

Draft the Plan

Following endorsement of the Cultural Policy, an action plan will be created based on approved goals. The Plan will set out recommendations and actions to achieving the

goals and will include an implementation plan with resource allocation based on a five-year time frame.

Engagement – Review Draft Plan

After the plan is drafted the public will have an opportunity to review the draft plan and provide feedback.

Quarter 1 2017 (January - March)

Council Approval and Adoption

The plan will be finalized and presented to the Steering Committee and then presented to City Council for final approval.

Implementation

A key component of the Plan will be setting benchmarks and indicators of success. Mechanisms to assess and monitor cultural impacts, including quality of life indicators will be utilized. These monitoring and accountability tools will be in place to keep the plan relevant.

Budget

In addition to staff resources, the total project budget has been estimated at \$116,000 as a supplemental request in 2016. \$76,000 has been allocated to hire a consultant and project expenses for engagement and communication. \$40,000 has been allocated for a contract position to back-fill full time staff responsibilities during the project.

Consultation	\$40,000.00
Economic Impact Study/Analysis	\$20,000.00
Engagement Implementation:	\$15,000.00
Meeting Expense	\$1,000.00

Contract Cultural Programmer:	\$40,000.00
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Total:	\$116,000.00
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Staff Resources

This project will be led by the Arts, Culture and Events Office, with the following staff resources:

Project Sponsor: Jocelyn Jenkyns, Deputy City Manager

Project Manager: Nichola Reddington, Arts and Culture Coordinator

An inter-departmental team approach will be taken and will include representatives from the Community Planning Division, Parks, Recreation and Facilities, Citizen Engagement and Strategic Planning, with support from Finance, Legal Services and Legislative and Regulatory Service as needed.

The cross departmental staff team will support the Plan's development by sharing expertise and ensuring an open stream of information among departments. The timing and level of involvement of individual members will vary based on the topic area and

Arts and Culture Master Plan: Project Plan

phase. Staff will advise on the feasibility of potential policy and implementation actions, identify issues, opportunities and work engagement events.

The Engagement Strategy will be developed, led and delivered by the Citizen Engagement and Strategic Planning Department and will require investment of staff resources to complete the Plan.

Stakeholder groups and individuals, including amateur and professional arts organizations, individual artists, community and neighbourhood associations, business and tourism representatives, creative industry sector and educational institutions will have opportunities to contribute in the same way as the broader community, but also be the subject of focused consultation with respect to their particular areas of expertise and interest. All citizens are invited to participate in the planning process through generating and commenting on policy ideas, concepts and recommendations.