CITY OF VANCOUVER

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POLICY REPORT CULTURE

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Meeting Date: June 26, 2008

TO:

Standing Committee on City Services and Budgets

FROM:

Co-Director, Policy, Planning and Infrastructure, Office of Cultural Affairs

in consultation with the Directors of Planning, Facilities Design and

Management and the General Manager Business Planning and Services

SUBJECT:

Culture Plan Implementation - Phase I of the 2008 - 2023 Cultural

Facilities Priorities Plan (Report 4 of 5)

RECOMMENDATIONS

- THAT Council adopt a new policy framework for the City's cultural infrastructure Α. programs as outlined in this report and the Phase I Implementation Plan (Years 1-5 of the 15-Year Cultural Facilities Priorities Plan), to clarify expectations, streamline processes, re-envision funding opportunities, increase community participation and engage external partnerships.
- THAT Council approve the Assessment Criteria for Project Support and a Cultural В. Facilities Peer Review process as outlined in this report, to aid in the evaluation of all future cultural infrastructure projects and funding requests.
- C. THAT Council approve a Cultural Facilities Implementation Team comprised of community members and staff from Planning, Development Services, Social Planning, Facilities, Real Estate and Parks to provide advice on the Phase I Implementation Plan, as outlined in this report.
- THAT Council approve the addition of a Vancouver artist to the Urban Design D. Panel.
- THAT, subject to Council approval of future Capital Plans and annual Capital E. Budgets, Council approve a restructuring of capital support for cultural

infrastructure as outlined in this report, to include capital grants for emergency and other repairs, facility upgrades and new projects (approx. 70% of total funds available), planning and development grants (approx. 15% of total funds available), and research, special initiatives and project management (15% of total funds available), this change effective with and subject to the 2009 Capital Budget.

- F. THAT Council direct staff to address the following Phase 1 Implementation Recommendations to develop capacity for facility creation and management as outlined in this report:
 - Seek partners to jointly fund and host a series of network and training opportunities with a maximum annual civic contribution of \$30,000, to be allocated as a project budget, source of funds to be the unallocated portion of the Cultural Budget;
 - ii. Seek partners and report back on project to jointly fund and undertake a feasibility study for the creation of a non-profit cultural space entity, with a total maximum civic contribution of \$50,000, one-time project cost, source of funds to be the unallocated portion of the Cultural Budget.
- G. THAT Council direct staff to address the following Phase 1 Implementation Recommendations to enhance resources for facility creation and management as outlined in this report:
 - i. In the context of the current Non Profit Capital Asset Review and proposed cultural space entity feasibility study, and in consultation with City's cultural tenants, review and report back on possible new models for facility operations of the City's cultural assets;
 - ii. Complete a new long-range strategic plan for the Civic Theatres in consultation with the arts and culture community and in alignment with the City's new Culture Plan with a report back June 2009, total one-time project cost of \$65,000 source of funds to be the unallocated portion of the Cultural Budget;
 - iii. Within the context of the anticipated Ecodensity amenity strategy, review and report back on options to best support cultural facility development through the City's zoning and development processes including Financing Growth and related policies (Community Amenity Contributions and density bonusing) to ensure viable, sustainable, accessible cultural facilities;
 - iv. Review and report back on the feasibility and effectiveness of possible financing tools that could provide incentives for community-initiated development of cultural spaces.
- H. THAT Council direct staff to address the following Phase 1 Implementation Recommendations to build partnerships for facility creation and management as outlined in this report:
 - i. Undertake an interdepartmental review to modernize and harmonize the Zoning and Development By-Law, the Building By-Law and the relevant Licensing and Permit processes including non-profit fee structures, to better support cultural facility development and activities;

- ii. Continue to support the inclusion of Cultural Services staff within relevant existing and new City planning and policy activities including but not limited to City Plans and Neighbourhood Visions, Ecodensity and DTES planning processes;
- iii. Review and report back in July 2009 on viability of two pilot projects:
 - (a) Working with the Housing Centre to explore the creation of non-market artist studios on the ground floor of selected housing developments at an estimated one-time project cost of \$10,000; source of funds to be the unallocated portion of the Culture Budget; and
 - (b) Working with the Real Estate Services Department to explore the creation of market artist studio spaces within existing Property Endowment Fund properties at an estimated one-time project cost of \$10,000; source of funds to be the unallocated portion of the Culture Budget.
- I. THAT Council approve two new full time positions with the Cultural Planning and Facilities Development branch of the Cultural Services Division subject to approval of Recommendation E and classification by the General Manager of Human Resources at an estimated annual cost including fringe benefits of \$180,000 (\$58,000 prorated for fiscal 2008), plus a one time cost of \$12,000 for computers, software, and office equipment; source of funds for 2008 to be the unallocated portion of the Cultural Budget and thereafter the project management allocation in the Cultural Facilities Capital Budget subject to Council approval of future annual capital budgets.
- J. THAT Council refer this report to the Vancouver Park Board, Vancouver School Board and Vancouver Public Library Board for comment, and THAT Council direct staff to work with these partners to advance the strategies as outlined in this report.
- K. THAT Council refer this report to the Vancouver Economic Development Commission for comment, and THAT Council direct staff to work with the Commission on the development of their new Economic Development Strategy and actions related to the infrastructure needs of the creative industries sector as outlined in this report.
- L. THAT Council direct staff to work with senior governments, foundations, corporations and other relevant agencies to advance the strategies as outlined in this report, and to best leverage support for cultural facilities in Vancouver.
- M. THAT Council thank the community representatives on the Cultural Facilities Advisory Committee, participants in the Sector Workshops and Focus Groups, and the hundreds of other participants who contributed their ideas, energy and time to the Cultural Facility Priorities Plan.

GENERAL MANAGER'S COMMENTS

The General Manager recommends adoption of A though M.

COUNCIL POLICY

The City's Cultural Goals, adopted by Council in October 1987, include ensuring the existence of adequate facilities for the creation and presentation of the arts in Vancouver. In 1990, Council adopted its first 10-year Cultural Facilities Priorities Plan.

In January 2008, Council adopted a new 2008 - 2018 Cultural Plan, which sets out the vision and strategic direction to ensure Vancouver's place as a Creative City.

Cultural infrastructure is governed by a number of additional City policies including the Financing Growth Strategy and a 1995 Artist Live/Work review.

In October of 2007, Council directed staff to undertake the creation of new 15-year cultural facilities plan to guide cultural infrastructure planning and investment in the City of Vancouver. The recommendations contained herein are integrated with the implementation strategy of the *Culture Plan for Vancouver*, 2008 - 2018, adopted by Council in January 2008.

SUMMARY AND PURPOSE

Cultural facilities (places and spaces) are essential to any community and key to the economic health of our cities. These facilities serve residents, attract tourists, enhance the business environment and add to our quality of life. However, ensuring access to appropriate and affordable facilities is challenging, especially in Vancouver's rapidly developing real estate market.

To ensure that artists and arts organizations can remain a vital part of our city, Cultural Services works to sustain and enhance Vancouver's cultural infrastructure through a number of mechanisms including: operation of the Civic Theatres, sub-leasing of city-owned or leased land and buildings to non-profit arts and cultural groups, a capital grants program, and long-range facility development working with the City's Planning Department and the development community.

In 1990, the City created its first Cultural Facilities Priorities Plan. Although previous work had identified cultural facilities needs and some priorities, the 1990 plan was the first formal articulation of this nature. This plan guided Council for ten years in establishing priorities for the performing and visual arts, exhibiting institutions, education and resource centres, film/media, and housing.

Recognizing the importance that artistic and cultural facilities play in supporting the creative sector, the City embarked on the creation of a new strategic priorities plan for cultural facility development in 2007. The 2008 - 2023 Cultural Facility Priorities Plan builds on the earlier work, while taking measure of today's needs and priorities to capture a vision and strategy for cultural infrastructure and facility development for the next fifteen years.

This report outlines the development of the 2008 - 2023 Cultural Facilities Priorities Plan and sets out a series of recommendations for the first five years of the 15-year plan. The full plan is available at City Clerks or online at www.vancouver.ca/creativecity. (See Appendix A, Executive Summary, 2008 - 2023 Cultural Facilities Plan; and Appendix B, Phase 1 2008 - 2013 Implementation Plan).

BACKGROUND

CULTURAL INFRASTRUCTURE AND FACILITIES IN VANCOUVER

Matching the richness in cultural activity and organizations in Vancouver is an array of cultural facilities—large and small—serving the needs of artist creators, arts and culture organizations and audiences. Vancouver's cultural facility ecology includes a major symphony hall and art museum, outdoor performance spaces, intimate smaller theatres, multifunction spaces and artist live/work studios.

The City of Vancouver currently supports cultural infrastructure through:

- Operations of the Civic Theatres (Queen Elizabeth, Orpheum, Playhouse).
- City-owned land and buildings that are leased at nominal rates to non-profit arts and cultural organizations (Firehall Arts Centre, Science World, Vancouver Museum).
- Artist Live/Work Studio spaces including a 30-unit CORE Artists Live/Work Co-op and two studios that are part of the City's Artist Residency Awards Program.
- A Capital Grants Program in support of non-profit social service, childcare and cultural organizations to assist with purchasing or renovating facilities not owned by the City.
- Long range Citywide facility development and cultural planning.
- Working with the City's Planning Department and the development community through the City's Cultural Amenity Bonusing Program (which in the last 25 years has been instrumental in creating 10+ arts and culture facilities such as the Vancouver International Film Centre, ArtStarts in Schools and the Contemporary Art Gallery).
- Securing Community Use arrangements for selected public plazas or other resources of benefit to the arts and cultural community and audiences (UBC at Robson Square, Plaza of Nations and Wall Centre Plaza).
- Assistance with facility planning and upgrading in City-owned facilities (Vancouver Museum Revitalization Project and the Vancouver East Cultural Centre) as well as community-based capital projects (such as the Stanley Theatre and Grunt Gallery).
- Assistance and advice to the community on their cultural capital projects.

Many of Vancouver's cultural facilities are well-appointed, high quality assets. Others require infrastructure work on both minor and major scales. In other situations, no facilities exist and there are major gaps in the arts and cultural facility ecology.

Factors of use, ownership, age, purpose or non-purpose built, maintenance and design contribute to the character and variety of spaces, as well as the complexity of their suitability and long-term maintenance and operation. While Vancouver has a multitude of arts and culture facilities, many are aging, inappropriately suited to their functions and too small to sustain growing operations.

A NEW CULTURAL FACILITIES PRIORITIES PLAN

The 1990 Cultural Facilities Priorities Plan articulated cultural space needs of the time. Over the years, a number of achievements were made (the full 1990 Plan and 2005 Review is available at City Clerks or online at www.vancouver.ca/creativecity). However, some goals are still outstanding; the community continues to grow in scale and scope at the same time as we are increasingly challenged by limited funding and escalating costs. In January 2008

Council adopted a new Culture Plan with a new vision, values and strategic directions. It is therefore timely to renew and update the City's Cultural Facilities Priorities Plan. In November 2007, the City engaged Artscape Inc. a Canadian non-profit consulting firm to undertake the study and work with staff to create the Cultural Facilities Priorities Plan. This Plan is intended to articulate cultural "place and space" priorities for the next 15 years, as well as recommendations on strategies for how the City, working with community, government and private partners, can begin to realize these priorities.

STEERING COMMITTEE

A Steering Committee consisting of City staff from the Cultural Services, Planning, Social Planning, Facilities and Business Planning and Services departments was established to provide internal guidance to the development of the Plan. Steering Committee Members are listed in Appendix C.

COMMUNITY ADVISORY COMMITTEE

A Community Advisory Committee was also established to provide input and advice to the project team. Representatives from the dance, theatre, music, visual arts, museum, festival, multidisciplinary, film/new media, development and planning communities as well as individual artists and representation from Heritage, the Park Board, Library and School Board were invited to ensure strong connections and community input throughout the study process and in its final product. Advisory Committee Members are listed in Appendix D.

PUBLIC ENGAGEMENT

The Cultural Facility Study included a significant community engagement process designed to bring together creative sector practitioners and other communities of interest to begin the collaborative work to understand need, articulate a vision and establish relationships to realize outcomes.

The engagement process reached approximate 800 members of the community through:

- Two online surveys to assess facility need and capacity
 - o a) For arts and culture organizations (completed by 161 organizations)
 - o b) For individual artists and creators (completed by 366 artists)
- Six themed focus groups, some of whom met 2-3 times over the course of the study. Total participation 66.
 - Artist studios
 - Arts and culture hubs
 - City-wide/region serving arts and culture organizations
 - Festivals
 - Creative industries
 - Financing cultural infrastructure
- Sector Workshop; some delegates met 2 times over the course of the study. Total participation approx. 51.
- One-on-one consultations and interviews with arts and culture facility leaders and stakeholders. Total participation approx. 30.
- Consultation with 11 arts and culture tenants in city-owned or leased spaces.
- YouthPolitik Workshop designed as learning experience for youth and a consultation workshop. Total participation approx. 65 youth.

- Culture Salon: Cultural Facilities for the Future. Total participation approx. 35.
- Regular meetings with the Community Advisory Committee. Total participation 27.
- Two Open Houses
 - a) April 23, 2007 at the start of the Creative City Conversation process; provided kick-off discussion on facility needs and opportunities. Total participation approx. 350.
 - o b) May 12, 2008 as part of the 2008 Creative City Conversation to review the draft recommendations as provided by the Artscape consultants. Total participation approx. 250.

RESEARCH & BEST PRACTISES

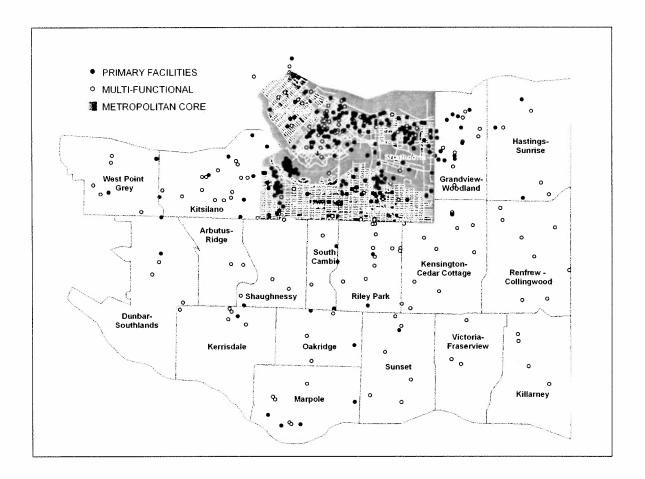
Research for the Cultural Facilities Priorities Plan included an examination of current practice from around the world; issues and opportunities in Vancouver; provincial and federal context; an environmental scan looking at "drivers of change" on a national and global scale; and emerging policy areas where cultural facility development might be enabled or impacted.

The consultants were asked to consider best practises and models of operation from other jurisdictions. The Cultural Facilities Priorities Plan contains a significant section of case studies related to aspects of cultural facility development, operation and management. These case studies come from the UK, Ottawa, Toronto, Calgary, New York, California, Oregon, Boston, Chicago, Minneapolis and Australia and are assembled under the themes of:

- Building new partnerships
- Fostering business leadership and philanthropic support
- · Enhancing the enabling environment
- Increasing Capacity

In addition, Vancouver facilities currently used for art and culture were inventoried and mapped demonstrating the range of spaces that are harnessed for cultural activity across the City (see map following page). Notable is the contrast of primary use facilities concentrated in the downtown areas against multi-functional spaces, which are spread across neighbourhoods.

As part of the mapping exercise, the consultants also considered the types of spaces used for arts and culture activities including presentation, creation/production, live work, office/ancillary, multifunction, preservation/collection and education spaces.



DISCUSSION

The 2008 - 2023 Cultural Facilities Priorities Plan responds to issues and opportunities facing Vancouver cultural space development with a two-part approach (illustrated below). It is designed to align with the new Culture Plan adopted by Council in January 2008.

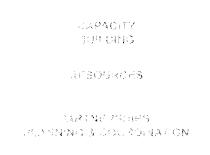
The policy framework includes a "decision making" matrix (Part I) for assessing gaps and potential projects, and an "enabling environment" (Part II) with strategies and tactics for capacity building, resources and partnerships. The anticipated outcome is a more sustainable and diverse array of cultural facilities.

DECISION FRAMEWORK

FACILITY ECOLOGY



ENABLING ENVIRONMENT



PART I (a) - Current Facility Gaps

In assessing arts and culture space need in Vancouver, the consultants looked at existing cultural spaces and received input from participants on gaps for which facilities either do not exist or are under capitalized and therefore not suitable. Through this process, Artscape identified nine key gap areas¹:

- 1. Live presentation spaces (indoor and out);
- 2. High-quality, small performance spaces (<250 seats), adaptable to traditional and emerging forms of practise;
- 3. Improvements to existing performances spaces to deliver high quality presentation opportunities;
- 4. Co-location facilities for large format storage/production workshop activity that are accessible, safe and stable;
- 5. Co-location facilities that integrate rehearsal/production/administration activities;
- 6. Multi-tenant, artist workspaces that provide supportive opportunities for cross-fertilizations, collaboration and incubation though a mix of cultural, civic and entrepreneurial uses and tenures:
- 7. Collection and exhibition/engagement infrastructure to stabilize and enhance key collections:
- 8. Permanent festival infrastructure for key outdoor public spaces;
- 9. Ongoing development of artist live/work studio spaces.

¹ Note these gaps were identified though input from the arts and cultural community, city staff and selected private sector individuals. They do not necessarily represent audience or market gaps.

Identifying facility gaps is an ongoing activity and it is the intent of the Cultural Facilities Priorities Plan that new project ideas or proposals and additional facility gaps, be added as they may be identified from time to time.

PART I (b) - Demand Analysis

In assessing gaps within the cultural ecology, the Cultural Facilities Priorities Plan began first with the arts and culture community, to understand from their perspective and experience what needs were outstanding, where their cultural product was being compromised through limitations in cultural spaces, and what audiences were seeking.

However to fully and objectively understand cultural facility needs, the Cultural Facilities Priorities Plan recommends that "demand analysis" market research be undertaken for each type of space proposed. This will enable an understanding of need from the perspective of the consumer. Thus, it is recommended that all projects be required to provide an independent market demand assessment as part of the Assessment Criteria for project support (see below). In order to support organizations in this undertaking, the City will consider such requests through its restructured capital grants program.

PART I (c) - Decision Framework / Assessment Criteria

Finally, in assessing gaps, new projects proposals or funding requests, the Cultural Facilities Priorities Plan recommends the use of value-based and transparent Assessment Criteria to evaluate and prioritize all facility related proposals or requests for funding (Appendix E). The Assessment Criteria were developed in collaboration with the arts and culture community and provide a series of layered questions for both self-assessment by organizations (to prepare themselves for facility development) as well as a tool for the City in capital project evaluation and prioritization.

PART II - Strategies and Tactics for an Enabling Environment

Part II is intended to operate simultaneous to Part I, and is directed at strategies and tactics for enhancing an enabling environment for facility development, operation and management. The Cultural Facilities Priorities Plan articulates three areas of need and opportunity with associated strategies and tactics for realization as follows:

- 1. Capacity building for arts and culture infrastructure development, operation and maintenance within both the arts and culture community and the City;
- 2. Improvements to *resource availability* and development of a toolkit for arts and culture facility development, management and operation, and
- 3. Enhancing partnerships amongst the art and cultural community, other levels of government, the private sector and the City to realize arts and culture spaces.

The Decision Framework and Enabling Environment set the policy framework for the Council Recommendations contained in this report.

RECOMMENDATIONS:

The Cultural Facilities Priorities Plan is a fifteen-year plan, broken out into three five years phases. Phase I Implementation recommendations are outlined below:

Policy Framework/Intent:

The Cultural Facilities Priorities Plan is structured to support the development of a comprehensive and sustainable arts and cultural facility ecology in Vancouver. The overarching theme is a shift in the City's role from "planner, provider, deliverer" to "enabler, convener, catalyst, broker."

Ongoing Community and Interdepartmental Involvement

- Include community participation in Capital Grant Adjudication Committees. This process will bring the cultural infrastructure funding process in line with other grant and support programs in Cultural Services;
- Establish an Implementation Team comprised of community members and staff from Planning, Development Services, Social Planning, Facilities, Real Estate and Parks to provide advice on the Phase I Implementation;
- Add a practising Vancouver artist to the Urban Design Panel. This would enhance the Panel's awareness of creative sector issues and provide a new perspective on place making and aesthetics within the Panel's frame of reference and deliberations.

Capacity Building

- Develop, in partnership with others, a series of educational workshops, leadership development and networking opportunities. With an annual civic contribution of \$30,000 support the following:
 - o Provide initial development support for a cultural space development network;
 - Workshop and training events dealing with space development issues, models, shared learning opportunities;
 - Sponsor space-related cultural leaders to attend training events.
- > Seek partners to explore the creation of a non-profit independent cultural space entity for Vancouver. Fund a feasibility study to scope out mission, governance, community involvement, programs, operational and funding requirements and possible partners.

Capital Plans

- Restructure civic Capital Plan cultural allocations to provide support for planning and development as follows:
 - Capital grants for smaller projects including capital improvements and upgrades to existing buildings as well as contributions towards major capital projects — 70% of total budget;
 - Planning and development grants including support for building programs, feasibility studies and capital fundraising plans — 15% of total budget;

- Research, special initiatives and project management related to cultural infrastructure projects - 15% of total budget;
- Adopt the Assessment Criteria as a measure for all future civic and community capital projects.

Enhancing Resources

- Review and report back on new models for facility operations of the City's cultural assets in the context of the Non Profit Capital Asset Review and the feasibility study regarding an independent cultural space organization, to enhance the long-term care of these 30+ City facilities and non-profit tenant operational sustainability.
- Complete a new long-range strategic plan for the Civic Theatres in consultation with the arts and culture community and in alignment with the City's new Culture Plan and through the process, review and renew the Civic Theatre's vision, policy, planning and management structures.
- Undertaken within the context of the anticipated Ecodensity amenity strategy, review and report back on options to best support cultural facility development through the City's zoning and development processes including Financing Growth and related policies, such as Community Amenity Contributions and density bonusing, to ensure viable, sustainable, accessible cultural facilities.
- Review and report back on the feasibility, effectiveness and financial implications of other possible financing tools and incentives to motivate community-initiated development of cultural spaces including but not limited to targeted property tax exemptions, loan guarantees as well possible challenges and solutions related to property tax assessments of non-profit spaces.
- Create new Cultural Project Facilitator (Cultural Planner II) and Cultural Planner I positions to support the development of new capital projects and cultural facilities support initiatives as outlined in this report. See Table 1 that outlines the staffing resources required to implement the Cultural Facilities Priorities Plan, subject to classification by the General Manager of Human Resources. Total estimated annual cost including fringe benefits would be \$180,000(\$58,000 prorated for fiscal 2008), plus one time cost of \$12,000 for computers, software and office equipment.

Table 1 New Positions

Position	2008 One-Time Cost	2008 Prorated Portion of Annual Cost	Annual On-going Cost	2008 Source of Funds	2009 & Thereafter Source of Funds
Cultural Project Facilitator (Cultural Planner II)	\$6,000	\$30,200	\$93,700	Unallocated portion of Cultural Budget	Project management allocation in the Cultural Facilities Capital Budget
Cultural Planner I)	\$6,000	\$27,800	\$86,300	Unallocated portion of Cultural Budget	Project management allocation in the Cultural Facilities Capital Budget
TOTAL	\$12,000	\$58,000	\$180,000		

Building Partnerships

- Support an interdepartmental review to modernize and harmonize the Zoning and Development By-Law, the Building By-Law and the relevant Licensing and Permit processes including non-profit fee structure, to better support cultural facility development and activities. A new staff position, a Cultural Project Facilitator (Planner II) is recommended to lead the process and act as a Facilitator for new projects in accessing the City's approval processes.
- Continue to support the inclusion of Cultural Services staff within relevant existing and new City planning and policy activities including but not limited to City Plans and Neighbourhood Visions, Ecodensity and DTES planning processes to ensure that consideration for cultural space and places are imbedded into all relevant processes and to identify opportunities for cultural space development at an early stage.
- Review and report back by July 2009 on viability of two City pilot projects:
 - Working with the Housing Centre to explore the creation of non-market artist studios on the ground floor of a housing development site, including investigation into artist studio rates and space specifications
 - Working with the Real Estate Services Department to explore creation of market artist studio spaces within existing Property Endowment Fund properties.
- Work with the Vancouver Park Board to identify opportunities to integrate arts and culture spaces within new developments including flex space within new community centres, and consideration of adaptive re-use of surplus properties;

- Work with the Vancouver School Board to assess the feasibility of adaptive reuse of surplus properties in particular at-risk Heritage Schools;
- Work with the Vancouver Public Library Board on opportunities to support arts and cultural spaces within new library developments;
- Work with the Vancouver Economic Development Commission on the development of their new Economic Development Strategy and actions related to the infrastructure needs of the commercial creative industries sector and through this liaison exploring ways to better support the creative industries sector;
- And finally, working with senior governments, foundations, corporations and other relevant agencies identifying areas of policy and resource alignment and leveraging of existing inter-governmental and inter-agency relationships.

OUTCOMES AND BENEFITS

The Cultural Facility Priorities Plan provides a "roadmap" of strategies and actions to guide cultural infrastructure planning and investment decisions for the next 15 years. The strategies and tactics are focused to provide for demonstrable achievements, but with built-in flexibility to respond to opportunity and need as they may present themselves.

The Plan is intended to realize both new and enhance existing cultural facilities as well as make improvements in the civic regulatory and policy framework that will enable greater success by the arts and culture community in space development, operations and maintenance.

The Plan places a great deal of emphasis on capacity building in the arts and culture community and in the City to improve knowledge, understanding and leadership in cultural space development, operation and maintenance. It also proposes a shift in relationship between the City and the arts and culture community whereby the City becomes more of the enabler rather than provider, and the arts and cultural community grows its capacity, initiative and autonomy with regards to space development.

FINANCIAL IMPLICATIONS

Since 2005, Council has approved an increase of \$2.7 million to the cultural program and services baseline budget (2005 - \$1 million, 2006 - \$0.7 million, 2007 - \$1 million) and \$300,000 per year for 5 years in support of a Cultural Tourism Strategy.

The allocation of the increases over the period of 2005 - 2007 was designed to provide immediate support for the community while retaining flexibility for Council to consider all of the recommendations arising from the new Culture Plan - Phase 1 Implementation as outlined in this report and the companion reports.

This report seeks Council approval for the recommendations shown in the summary of funding requirements and sources in Table 2 below. In 2008, one-time costs of the \$147,000 and prorated on-going costs of \$90,000 will be funded out of the unallocated portion of the Cultural Budget. In 2009 and thereafter, on-going funds of \$210,000 will be required.

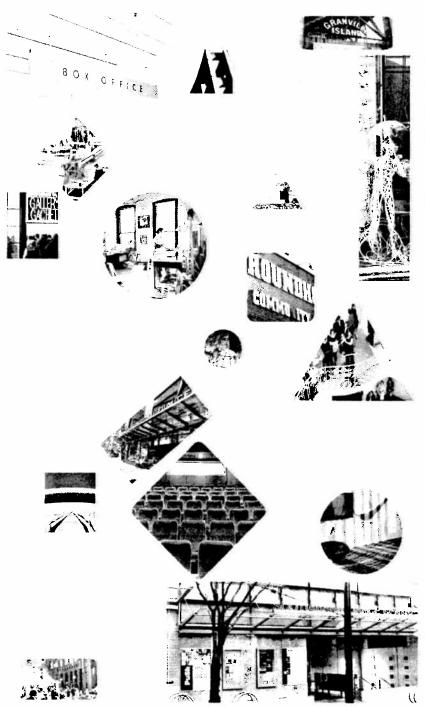
Table 2 Funding Requirements and Sources

Recommendation	2008 One- Time Cost	2008 Prorated Portion of Annual Cost	Annual On-going Cost	2008 Source of Funds	2009 & Thereafter Source of Funds
Fi - Capacity-building and training opportunities		\$30,000	\$30,000	Unallocated portion of Cultural Budget	Unallocated portion of Cultural Budget
Fii - Feasibility study for creation of non-profit cultural space entity	\$50,000			Unallocated portion of Cultural Budget	n/a
Gii - Strategic planning study for Civic Theatres	\$65,000			Unallocated portion of Cultural Budget	n/a
Hiii - Pilot project feasibility studies of artist studios	\$20,000			Unallocated portion of Cultural Budget	n/a
I - New full-time Cultural Planner I and Cultural Planner II positions including fringe benefits, plus one-time costs for computers, software and office equipment	\$12,000	\$58,000	\$180,000	Unallocated portion of Cultural Budget	Project management allocation in the Cultural Facilities Capital Budget
TOTAL	\$147,000	\$88,000	\$210,000		

CONCLUSION

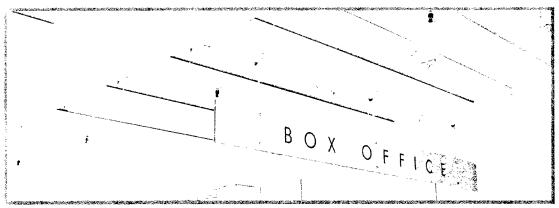
Vancouver is blessed with an innovative, diverse and dynamic arts and culture community that is recognized for its achievements worldwide. Space for the creation, rehearsal, production and presentation of artistic and cultural materials, and space for artists and creators to live in Vancouver are essential to retaining our creative sector.

The Cultural Facilities Priorities Plan provides a roadmap for actions and strategies to improve opportunities for cultural space development, operation and maintenance. Developed in consultation with the arts and culture community, the Cultural Facilities Priorities Plan will enable new and enhanced spaces for citizens and visitors to engage and enjoy the diversity of arts and cultural activities, and for arts and culture community to create and present their artistic and cultural endeavours.



CITY OF VANCOUVER CULTURAL FACILITIES PRIORITIES PLAN Executive Summary

May, 2008



EXECUTIVE SUMMARY

The *Cultural Facilities Priorities Plan* provides the City of Vancouver, the community, government and private partners with a new approach to cultural facility development that reflects the aspirations of a 21st century creative city. As a values-based framework, the new *Culture Plan for Vancouver 2008 - 2018* underpins the *Cultural Facilities Priorities Plan* through its articulation of five Strategic Themes:

- Innovation
- Learning
- Connecting People, Ideas and Communities
- Neighbourhoods
- Valued and Valuable

As one of the key implementation frameworks to achieve the broader objectives of the *Culture Plan*, the *Facilities Priorities Plan* reflects an accelerated shift in the role of the municipality from 'planner-provider-deliverer' to 'enabler-convener-catalyst-broker' and seeks to initiate a stronger partnership model in advancing Vancouver's facility ecology.

There are considerable challenges to address and opportunities to leverage more effectively in making this transition successfully. The complexities of cultural facility development within a rapidly developing region is not unique to Vancouver – many cities across Canada and internationally face issues around affordability, leadership capacity, information-sharing, partnership development and resource issues in nurturing and sustaining a vital creative ecology. However, the assets that Vancouver mobilizes to address these challenges are distinct and require a committed effort and strategic focus to better align interests, agendas and resources towards achieving the vision of the *Culture Plan* over the next 15 years.

To catalyse this effort, the *Facilities Priorities Plan* proposes a strategic focus on leveraging two interconnected platforms – the Enabling Environment and the Decision Framework – to nurture increased collaboration, capacity and innovation.

DECISION FRAMEWORK

FACILITY ECOLOGY



ENABLING ENVIRONMENT

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The Enabling Environment is focused on generating a more conducive climate for developing and animating creative spaces and places throughout Vancouver. It is the foundational work that is required to address the changing needs, capabilities and relationships driving Vancouver's development of its facility ecology. Recommendations have been advanced to develop the capacity of the arts and cultural community to undertake capital projects, supported by new partnerships and new resources. They also identify critical policy development, alignment and partnership building within the City and between the City and other tiers of government, other institutions and agencies. As a result, the City's role in relation to arts and cultural facilities development is expected to evolve over the short to medium term of this *Priorities Plan*. Three broad roles for Cultural Services have been identified in relation to each recommended tactic:

PROVIDER: Cultural Services is the sole provider of funding and / or services **FACILITATOR:** Cultural Services plays an internal enabling role within the City of

Vancouver to achieve policy, service or resource development.

PARTNER: Cultural Services is a partner with the arts and cultural community,

other levels of government, agencies and institutions in the funding

and / or delivery of services.

Early and sustained commitment to developing the Enabling Environment will generate greater capacity, new partnerships and more responsive regulatory tools. As an outcome of this targeted investment over the first five years of the *Priorities Plan*, it is anticipated that momentum for new projects will be advanced at a greater rate, and by more innovative partnerships, than has been evident in the past cycle of cultural facility development.

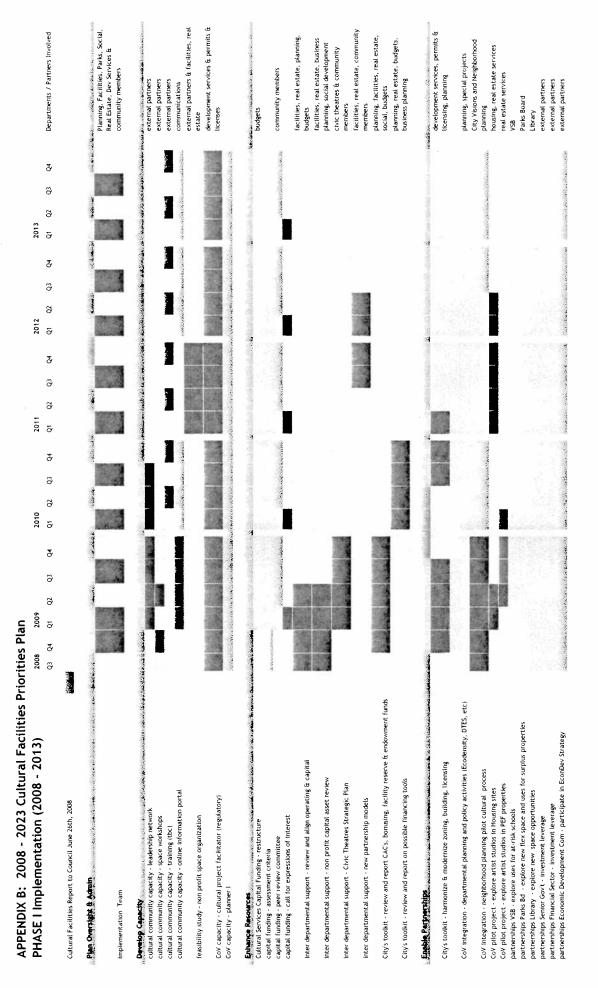
The Decision Framework – comprised of current facility priorities, a Regional Demand Analysis and Assessment Criteria - is a critical mechanism that has been developed to aid the City and its partners in strategic decision-making in an increasingly complex and multi-faceted environment. Through extensive engagement, with arts and cultural practitioners, nine 'global' priorities have been recommended that reflect an intersection of community demand and partnership opportunity:

- Complete the current development of live presentation facilities that have substantial community momentum and partnership support to address demand in the 400 – 600 seat range.
- Focus on addressing the demand for high-quality, dedicated performance spaces under 250 seats to ensure the ongoing incubation of emerging organizations.
- Undertake strategic public space improvements as identified in the Festival Sustainability Initiative to address the priorities of outdoor festival organizations.
- Facilitate improvements to existing performance spaces including enhancements to key multi-functional facilities with potential to deliver high quality presentation opportunities.
- Stabilize and enhance key collections through modernized preservation, exhibition and engagement infrastructure.
- Develop co-location facilities for large format storage/production workshop activity that are accessible, safe and stable.
- Develop co-location facilities that integrate multiple organizational functions in one location (e.g. rehearsal/ production/administration activity)
- Develop multi-tenant, artist workspaces that provide supportive opportunities for cross-fertilization, collaboration and incubation through a mix of cultural, civic and entrepreneurial uses and tenures.
- Maximize opportunities to maintain and develop affordable Artists Live/Work Studios in the core neighbourhoods.

To ensure that decision-making on allocating resources over the next 15 years are assessed consistently, a set of four domains have been developed as 'lenses' through which all facility

projects and capital funding will be evaluated. These criteria – Vision, Capacity, Sustainability and Impact - allow the City and its partners to be strategically principled and tactically flexible in addressing opportunity and focusing investment for cultural facility development. An additional evaluation 'lens' proposed, though yet to be developed, is a *Regional Demand Analysis* would provide a fuller understanding of the demands, expectations and needs of potential audience and users.

Taken together the Enabling Environment and the Decision Framework are designed to deliver the tools, resources and partnerships required by the arts and cultural community, the City and their partners to develop greater leadership capacity, stronger partnerships, more innovative collaborations and broader resources to deliver on the aspirations of the *Culture Plan*.



* indicates ongoing work * indicates term project

APPENDIX C

Steering Committee

- 1. Chair: Sue Harvey, Managing Director Cultural Services
- 2. Project Lead: Jacqueline Gijssen, Senior Cultural Planner, OCA
- 3. Rich Newirth, Co-Director of Policy, Planning & Infrastructure (PPI), OCA
- 4. Vicki Morris, Senior Planner, Social Planning
- 5. Ken Bayne, Director, Financial Planning & Treasury
- 6. Brent Toderian, Director, Planning Dept.
- 7. Garrick Bradshaw, Director, Facilities Design & Management
- 8. Todd Ayotte, Deputy Director, Vancouver Civic Theatres

APPENDIX D

Advisory Committee

- 1. Chair Jacqueline Gijssen, Senior Cultural Planner, OCA
- 2. Rich Newirth, OCA Co-Director
- 3. Marg Specht, OCA Co-Director
- 4. Althea Thauberger, Visual Artist
- 5. James Saunders, Performing Artist
- 6. Mirna Zagar, Executive Director, The Dance Centre
- 7. Susan Stevenson, Executive Director, Greater Vancouver Professional Theatre Alliance
- 8. Bob D'Eith, Executive Director, Music BC Industry Assn.
- 9. June Goldsmith, Artistic & Executive Director, Music in the Morning
- 10. Melanie O'Brian, Director/Curator, Artspeak Artist Run Centre and President, Pacific Association for Artist Run Centres
- 11. Greg Bellerby, Director/Curator, Charles H. Scott Gallery
- 12. Joan Seidl, Curator of History Collection, Vancouver Museum
- 13. Jill Baird, Curator of Education & Public Programmes (on-leave), UBC Museum of Anthropology
- 14. Julie Smith, Executive Director, Coastal Jazz and Blues Society
- 15. Katherine Lee, Arts Administrator, Video Inn/New Forms Festival
- 16. Derek Simons, Independent
- 17. Loretta Todd, Media Artist
- 18. Wendy Newman, Executive Director, Art Starts in Schools
- 19. Mark Ostry, Architect
- 20. Bob Glass, MacDonald Development Corp.
- 21. Adrienne Wong, Artistic Producer, Neworld Theatre Soc.
- 22. Jane Fernyhough, Cultural Services Manager, Richmond Cultural Services
- 23. Robert Gardiner, Professor, UBC Dept. of Theatre & Film; Set & Lighting Designer
- 24. Yardley McNeil, Heritage Planner CoV
- 25. Jil Weaving, Recreation Services Coordinator, Parks Board CoV
- 26. Diana Guinn, Director, Branches East & Outreach Services, Library CoV
- 27. Henry Ahking, Manager, Planning and Facilities, Vancouver School Board
- 28. Keith Higgins, Visual Artist
- 29. Skeena Reece, Media/Performing Artist

APPENDIX E

CULTURAL FACILITIES PRIORITIES PLAN June 2008

Assessment Criteria for Project Support

The Assessment Criteria is intended to be used to evaluate projects and developments of all scales and across all disciplines and to assess applications for the allocation of all of Cultural Services capital expenditures. In addition it is recommended that the Assessment Criteria be used to inform priority setting in the allocation of all other resources - including CACs, Amenity Bonusing and Heritage Density Transfers (with a cultural component) - and the application of new financing tools as recommended in the Cultural Facilities Priorities Plan .

Because the Assessment Criteria need to be applicable across a wide range and scale of expenditure - from emergency roof repairs to the development of large scale, new arts and cultural facilities - evaluation will need to be undertaken at a level of detail appropriate to the project. The detailed Assessment Criteria are also set out as "prompts" to enable arts and cultural organizations in their project planning process:

We recommend that projects are assessed and marked based on the following project types:

- Type 1 = Urgent / essential repairs to existing arts and cultural facilities
- Type 2 = Improvements to existing arts and cultural facilities
- Type 3 = Developing new space within an existing arts and cultural facility / site and new arts and cultural facility development including feasibility studies/ development studies / capital plans etc for major projects.

The use of a marking scale (i.e. 1 - 4 where 1 is not met, 2 is partially met, 3 is met, 4 is met beyond expectations) which includes the option of "not applicable" is also recommended.

Required Criteria by Type		a by	Assessment Criteria: Summary			
T1	T2	T3				
1 1	12	13	Vision			
		.,	The facility project is rooted in a strong, shared vision.			
			Capacity The facility project team has the capability to deliver the project. • Leadership The facility project demonstrates offective leadership percessary to deliver the			
			The facility project demonstrates effective leadership necessary to deliver the project			
			 Partnership and collaboration Partnership and collaboration plays a role in the development, funding and delivery of the project. 			
			 Project management The facility proposal demonstrates evidence of effective and realistic project management 			
			 Fundraising The facility project has a realistic fundraising plan in place 			
			Sustainability			
			The facility project is environmentally, organizationally, and financially sustainable.			
			Environmental sustainability The Couling the state of the state			
			The facility project makes a positive contribution to environmental sustainability			
			 Organisational Sustainability The project is being developed by an established, stable and sustainable organisation 			
			Financial sustainability			
			The proposal sets out realistic projections of operating revenues and expenses			
			 Adaptability The facility project has the capacity to adapt to changing needs and changing practice 			
			 Sector support and engagement The facility project demonstrates support from the arts and cultural community it is intended to serve 			
			 Audience / Public engagement The facility project demonstrates evidence of support and / or demand from the wider community/ audience 			
in definition of the second se			 Diversity The facility project makes a contribution to increasing access to and participation in the arts and culture at all levels and across all areas of practice for Vancouver's diverse communities 			
			 Public health and safety The project addresses public health and safety issues 			
			Impact The facility project will make a contribution to the achievement of one or more of the Culture Plan's Strategic Directions Innovation			
	1		- Learning			
	<u> </u>		Connecting People, Ideas, Communities			
	<u> </u>		Neighbourhoods			
			Valued and Valuable			

Assessment Criteria: Details		
Criteria	Details	
Vision The facility project is rooted in a strong, shared vision.	 Is there a clearly articulated artistic vision for the project? Is the project consistent with and critical to advancing the mission, vision and / or values of the organization? Does the project contribute to the development of artistic practice? Does the project make a contribution to Vancouver's wider cultural ecology? Does the project have a strategic plan? Is the project critical to achieving the goals of this plan? 	

Assessment Criteria: Details		
Criteria	Details	
Capacity The facility project team has the capability to deliver the project. Leadership: the facility project demonstrates effective leadership necessary to deliver the project.	 Does the project have the leadership in place to manage and deliver the project? Does the project leadership have the necessary skills and experience to manage and deliver the project? Does the leadership have the connections to support the realisation of the project? 	
 Partnership and collaboration: partnership and collaboration plays a role in the development, funding and delivery of the project. 	 Has the project leadership team explored the potential for funding from a range of public, philanthropic and private sector sources? Does the project have the support of partners in the public, private and philanthropic sectors? How is this demonstrated? Can the project demonstrate the support and involvement of the creative and the wider community it intends to serve? Does collaboration play a role in the future creative development of the project? How? 	
 Project management: the facility proposal demonstrates evidence of effective and realistic project management. 	 Has the organization undertaken a facility program plan and feasibility study? Does the organization have a facilities master plan? Is the project critical to that master plan? Does the organization have a clear plan for completing the construction process? Does the project team have the skills, experience and necessary qualifications to deliver the project and / or is willing to hire such expertise onto the team? Do the technical aspects of the project match or 	

•	Fundraising: the facility project has a
	realistic fundraising plan in place

- exceed industry best practice benchmarks for similar facilities?
- Does the organization have a successful record of completing projects within budget and scheduling parameters?
- Has the project leadership team developed a fundraising strategy?
- Does the project team have the skills and experience necessary to undertake the fundraising campaign?
- Have funds been sought by from other sources of government funding?
- Have funds been sought from charitable trusts and foundations?
- Have funds or other support been sought from the philanthropic and business community?
- Is there evidence of local community fundraising commitments from the Board, leadership team, staff, volunteers, members and stakeholders?

Assessment Criteria: Details

Assessment criteria. Details				
Criteria	Details			
Sustainability The facility project is environmentally, organizationally, and financially sustainable. Environmental sustainability: the facility project makes a positive contribution to environmental sustainability.	 Does the project support/enhance environmental goals (LEED, etc.) Does the project accommodate changing future needs? Does the project contribute to local neighbourhood centre vitality? Is the project easily accessible by public transit? Will long-term running costs be reduced as a result of elements of the build / renovation? Does the project replace or rehabilitate buildings or infrastructure components or facilitates necessary for essential service delivery that are at, or past, their useful life, resulting in a new or significantly extended 			
 Organisational sustainability: the project is being developed by an established, stable and sustainable organisation. 	useful life?			
•	 Is the facility project being undertaken by an organisation with established, consistent and effective governance? Does the organisation developing the project have the staffing and volunteers appropriate to 			
 Financial sustainability: the proposal sets out realistic projections of operating revenues and expenses. 	the project's scale? - Does the organisation have an effective, stable staff team? - Does the facility plan identify appropriate future governance structures? - Does the facility plan identify appropriate future staffing structures?			
	- Does facility project plan set out realistic			

 Adaptability: the facility project has the capacity to adapt to changing needs and changing practice.

 Sector support and engagement: the facility project demonstrates support from the arts and cultural community it is intended to

serve

 Audience / Public engagement: the facility project demonstrates evidence of support and / or demand from the wider community/ audience.

 Diversity: the facility project makes a contribution to increasing access to and participation in the arts and culture at all levels and across all areas of practice for Vancouver's diverse communities.

- projections for operating revenues and expenses based on industry benchmarks for similar facilities?
- Does the project plan set identify long-term maintenance considerations?
- Will the project generate significant revenue upon completion or result in future cost savings?
- Does the project leverage funding from multiple partners?
- Does the project have the potential to result in significant economic impact in the community and / or make a unique contribution to the city's economic development?
- Does the project achieve a balanced budget over a 5 - 10 year period?
- Is the facility flexible / adaptable to accommodate for changing audience needs and / or changing creative practice?
- Does the proposal provide for future innovation?
- Will the project support spaces that are fit for purpose both for today's creation, performance and exhibition and for the future needs?
- Is the project artist-run or artist-initiated? Are independent artists and arts and cultural organizations involved with project development, planning and delivery?
- Does the project have the support of the primary arts /cultural / creative community it will serve? How is this demonstrated?
- Does the project have the wider support of the arts / cultural / creative community? How is this demonstrated?
- Has a market demand analysis been completed?
- Is there a clear and compelling demonstration of audience / public need / demand for the project? How has this been assessed?
- Does the project serve an immediate unmet need? How has this been assessed?
- Is there a pre-existing base of support for the project, based on an engagement or other public process?
- Does the project have a clear plan for developing the size and diversity of its audience? How will this project assist with this ambition?
- Does the project increase access for audiences, participant, staff, technicians and artists with disabilities?
- Does the project serve particularly underrepresented or underserved arts, cultural and / or creative communities?
- Does the project serve a particularly underrepresented audience and / or community?
- Does the project's management / leadership

 Public health and safety: the project addresses public health and safety issues. 	reflect the audience / community served?
	 Does the project provide essential upgrades to buildings or infrastructure components that are critically necessary for the life, safety and health of presenters, audiences and other stakeholders?

Assessment Criteria: Details

Criteria

Details

Impact

The facility project will make a contribution to the achievement of one or more of the City of Vancouver Culture Plan's Strategic Directions

- Innovation: recognize Vancouver locally, nationally and internationally as a city of creative innovation, a city of ideas, a city that leverages the unique and authentic voices of the diverse, young and growing cultural community, a city which realizes its full creative potential, a city on the leading edge of cultural activity and development.
- Learning: build on Vancouver's reputation as a city of learning, a city that embeds cultural exchange, cultural curiosity and cultural development as part of lifelong learning from the very young to the elderly to ensure that all our citizens have the opportunity to engage with and participate in cultural education throughout their lives and to ensure that every citizen has the opportunity to develop his or her expressive capacities.
- Connecting People, Ideas and Communities: take advantage of Vancouver's position as a creative city where connectivity is a hallmark of our cultural system - artists, creative industries, institutions, communities, and neighbourhoods. It is a city engaged in a dynamic conversation, an ongoing dialogue and an exploration of cultural enterprise and opportunity on a regular and consistent basis, connecting people and communities, sharing innovative ideas and programs.

- Does the proposal demonstrate how the facility will enable innovative practice?
- Will the facility be delivered in an innovative way?
- Does the project leverage the unique and authentic voices of the diverse, young and growing cultural community in Vancouver?
- Will the facility provide spaces that support new interactions and new opportunities for participation and engagement?
- Will the facility provide access to new technologies or other infrastructure that enables innovation?
- Does the space support the potential for innovation?
- Does the project support space for creative and cultural exchange?
- Does the project support access to and participation in arts and cultural activities?
- Does the project support professional development and / or new practice?
- Does the project extend access to and / or the breadth of formal learning opportunities?
- Does the project extend access to and / or the breadth of informal learning opportunities?
- Does the proposal connect audiences and practitioners from different sectors and disciplines, e.g. health, science, technology / environment / public private?
- Will the project connect with people and/ or communities not necessarily involved in the arts.
- Does the space innovate in the way that it enables connections between audiences and participants?
- Will the project have the infrastructure to build physical, conceptual, virtual communities of practice and the potential for new practice and / or new communities?
- Will the project support spaces that provide shared facilities for creation and / or production and/ or administration within and across disciplines?

- Neighbourhoods: highlight Vancouver as a city of vibrant creative neighbourhoods by showcasing the talent, enterprise and diversity of our artists, communities and neighbourhoods for our citizens and visitors. Build on the unique identity of our neighbourhoods - engaging local residents, artists and businesses - to ensure that the rich culture, creativity, diversity and innovation of Vancouver lives and is accessible to all.
- Valued and valuable: ensure that citizens and taxpayers of Vancouver experience in real and concrete ways the value that arts and culture bring to the city and their lives, families and businesses; promote our growing reputation as an international cultural tourism and entertainment destination known as a place where culture is vibrant and happening and where we value and celebrate the rich multicultural and intercultural expression that is unique to Vancouver.

- Does the project demonstrate knowledge of and is it relevant to a neighbourhood's identity and intrinsic character - its values, assets, people, needs, and expectations?
- Does the project have potential for growth and the flexibility to respond to neighbourhood change?
- Does the project contribute to a balance of arts and cultural facilities across the city by supporting spaces that serve identifiable geographic communities and / or underserved neighbourhoods?
- Does the project make use of currently under -utilized community / neighbourhood spaces?
- Does the project support neighbourhoods by ensuring that arts and culture can take place in accessible traditional and non-traditional venues?
- Does the project support local neighbourhood building?
- Will the project create spaces that support the production, creation and presentation of arts and cultural activity at every scale to ensure that Vancouver's growing global reputation is supported by a vibrant and secure arts and cultural community?
- How will the project contribute to, encourage and raise the profile of cultural civic pride and Vancouver's international reputation as a culturally vibrant city?
- Will the project make a contribution to the quality of the built environment in the city?
- How will the project reflect and enhance the character, ambiance and vibrancy of Vancouver and its neighbourhoods?
- Does the project support the recognition and understanding of Vancouver's unique tangible and intangible cultural heritage and promote intercultural expression and understanding?
- Does the project support local community development goals?
- Does the project contribute to Vancouver's economic development?
- Is the project structured so as to deliver value to Vancouver citizens?