



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: September 28, 2005
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TO: Vancouver City Council

FROM: Managing Director of Cultural Services

SUBJECT: Strategic Arts and Culture Framework and Investment Plan for Vancouver
Downtown Eastside

RECOMMENDATION

- A. THAT, subject to the conditions set out in Recommendation B & C, Council authorize and award Contract No. PS05067 with North Sky Consulting, for the creation of a strategic arts and culture framework and investment plan for Vancouver's Downtown Eastside (DTES), at cost of up to \$75,000 excluding GST. Source of funding to be from a special project account "DTES Arts Cult. Strategy".
- B. THAT the Director of Legal Services be authorized to execute and deliver on behalf of the City, all legal documents required to implement Recommendation A.
- C. THAT all such legal documents be on terms and conditions satisfactory to the General Manager of Community Services and Director of Legal Services, and further that no legal rights or obligations will be created or arise by Council's adoption of Recommendation A and B, unless and until such legal documents are executed and delivered by the Director of Legal Services.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends approval of A, B and C.

COUNCIL POLICY

For all projects excluding Corporate Re-Engineering/Better City Government (BCG) projects, City Council approval is required to appoint a consultant, if the gross cost will exceed \$30,000.

PURPOSE

This report seeks Council's approval to engage a consulting team for the development of a strategic arts and culture investment plan for Vancouver's Downtown Eastside.

BACKGROUND

It is widely acknowledged that the power of arts and culture can be harnessed as tools to transform communities and create new cultural, social, economic and employment opportunities for their residents.

The City of Vancouver's Downtown Eastside (DTES) has a unique history and its residents represent a rich diversity of backgrounds. Arts and cultural activities have a significant presence in the area, expressed through engaging public art projects, art galleries, performing arts theatres, community and cultural centres, and seasonal festivals. Further, the numerous individual artists who live and work in the Downtown Eastside constitute a valuable community resource.

Recent community initiatives such as the DTES Community Play and the Heart of the City Festival successfully demonstrated the desire and capacity of the local arts community to deliver celebratory, arts-based community development projects.

While these artists and arts organizations make significant contributions to their community, and while many of the events and activities are supported through a myriad of grants programs, efforts would be enhanced with a coordinated strategy for investment. This would ensure all funders work within a framework which would best support the community to develop arts and culture in a way that will attract investment, promote community partnerships and cooperative ventures, and provide skills development leading to direct economic and community benefits.

DISCUSSION

Recognizing the need for and advantages of a coherent and integrated approach to public and private sector investments, an inter-governmental Steering Committee has been struck to guide the creation of a strategic framework for investment in cultural activities, programs and infrastructure in the Downtown Eastside. This Steering Committee is comprised of representatives from the Vancouver Agreement Economic Revitalization and Employment Strategy Task Teams; the Cultural Services Branch of the British Columbia Ministry of Tourism, Sport and the Arts; the British Columbia Ministry of Community Services; the Arts Now program of 2010 Legacies Now; as well as City staff from Planning, Park Board and Cultural Services. The Arts and Culture Strategic Framework and Investment Plan consultancy will be coordinated by the City's Office of Cultural Affairs, and overseen by the Steering Committee.

This consultancy will be informed by and work within the wider context of Vancouver's cultural objectives, including the outcomes of initiatives such as the City Creative Task Force and the DTES Public Realm Arts and Event Plan, as well as the economic and employment strategies of the Vancouver Agreement's DTES Economic Revitalization Plan.

The consultant team will also work closely with DTES community through a Community Advisory Committee and develop a framework of community priorities, assets and opportunities. Building on the existing cultural infrastructure, the goal is to create a set of strategic guidelines and action plans to support and facilitate sustainable community development and economic revitalization without displacement, through arts and cultural activity. This plan will provide a framework for all levels of government and other funding agencies to evaluate future funding proposals for art and cultural activities in the Downtown Eastside. The range of desired outcomes and areas of focus include but are not limited to:

- Sustaining innovation and creativity in arts and culture
- New skills development
- Job creation and entrepreneurship training
- Attraction of new investment in arts and cultural infrastructure, programs and activities
- Increased individual, organizational, and community capacity.

The Request for Proposals for this consultancy was coordinated through the City's Purchasing Department. An RFP was issued in August, 2005. Proposals from four Proponents were received and reviewed by the Steering Committee.

The consultant team recommended by the Steering Committee is led by North Sky Consulting. This group has significant experience working on the Downtown Eastside Economic Revitalization Plan and Employment Strategy and has gathered as advisors a group of local arts practitioners. Staff believe that this team will best balance widespread community input, a cost effective business case for cultural investments and the economic revitalisation needs of the Downtown Eastside. The methodology proposed by North Sky Consulting is attached as Appendix A and a list of consultant team members is attached as Appendix B.

The consultancy process is scheduled to be completed with final reporting and documentation delivered by March 2006. The report will contain implementation, monitoring and evaluation plans.

FINANCIAL IMPLICATIONS

In the past, City Council has agreed to receive and act as a conduit for flow-through funds from senior levels of government in support of Vancouver non-profit organizations and other initiatives.

In June, 2005 a City Manager's Minute of Authorization was approved to receive grants totalling \$75,000 from the Vancouver Agreement through Western Economic Diversification Canada (\$25,000), Cultural Services Branch of the BC Ministry of Tourism, Sports and the Arts (\$25,000), and ArtsNow (\$25,000) for the purpose of commissioning an inter-governmental planning process for investment in arts and culture in Vancouver's DTES. Funds are being held in a special project account, "DTES Arts Cult. Strategy", to be carried forward to the

completion of this Strategic Arts and Culture Framework and Investment Plan. The recommended contract award (Recommendation A) falls within the estimated budget.

CONCLUSION

This initiative represents a significant partnership between three levels of government in support of the Downtown Eastside. The resulting strategic framework and investment plan for arts and culture in the Downtown Eastside will be a valuable tool for public and private funding agencies, cultural planners and policy makers. Most importantly however, it will provide a strategic plan for financially viable and sustainable strategic initiatives and financial investments to support the existing arts and cultural community; attract investment in arts and cultural activities and infrastructure, and increase opportunities for people living and working in the Downtown Eastside.

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SCHEDULE A – REQUIREMENTS

2.0 General Requirements

2.1 Methodology

a) Principles

The North Sky Consulting team is committed to the following principles in achieving community renewal through the arts and culture:

- i. Engage the interests, skills, and talents of those who live and work in the community.
- ii. Build on the history, the accomplishments, and the lessons in arts and culture work in the community.
- iii. Support individual and collective capacity-building.
- iv. Build bridges between and among diverse groups and organizations.
- v. Build bridges of understanding and collaboration between the community and groups and organizations elsewhere in the city.
- vi. Demonstrate that arts and culture can help rebuild the Downtown Eastside as a viable, predominately low-income community that is made up of people of richly diverse backgrounds, classes, and incomes.
- vii. Define "sustainability" so as to ensure that social and economic initiatives generated by arts and culture provide access and opportunities for people who are the most disadvantaged in the community to participate, to learn and to strengthen their well-being.
- viii. Facilitate community arts planning in ways and forms that support creativity and spontaneity rather than adherence to rigid structures and practices, recognizing that adaptability and flexibility require high levels of informal as well as formal organizational skills.

b) Approach

The team's approach will be to work with and contribute to current efforts to build a broad, inclusive community arts and culture vision, movement and organization in the Downtown Eastside through the creation of an Advisory Committee.

The Advisory Committee will be created on a basis of seeking participation from a broad base representation of the arts and culture community of the Downtown Eastside, including:

- i. Residents
- ii. Artists
- iii. Theatres
- iv. Artists-run Centers

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- v. Business Improvement Associations
- vi. Community based organization
- vii. Professional based organization
- viii. Art Teachers
- ix. Cultural Communities (Chinatown, Gastown, etc.)
- x. Marginalized Communities
- xi. VANOC
- xii. Businesses
- xiii. Foundations
- xiv. Planning Professionals
- xv. NGO's such as Creating Employment Through Art
- xvi. Tourism Vancouver
- xvii. DTES Public Realm Arts Activity and Events Plan
- xviii. B.O.B.
- xix. Park Board
- xx. City Creative Task Force
- xxi. Federal, Provincial, and Municipal organizations,
- xxii. Others

The team will use this project as an opportunity to conduct local skill-building and capacity development in creating the strategic framework so that those involved have a strong sense of contribution and ownership. Local networks and contacts will be used to tap the knowledge, skills and experience present within the community. Specific capacity-building roles and functions of the arts will be identified that will benefit the residents of the Downtown Eastside.

By working directly with people and organizations involved and interested in the arts in the community the team will seek an accumulating consensus that in the end will enable the strategic plan to be locally "signed off." At the same time the team proposes to work with the government partners of the Vancouver Agreement to define their role, their place, their responsibilities and supports in helping make the framework work.

c) Tools of Engagement

The tools of engagement will be varied and adapted to the participants for each stage of the project. Some of the approaches that will be utilized will include:

- i. Surveys and questionnaires
- ii. Interviews
- iii. Inventory of existing arts and culture products, facilities, and initiatives
- iv. Breakfast Meetings
- v. Workshops ("Coffee House" Methodology)

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vi. Plenary sessions

2.2 Proposed Work Plan

The work plan is organized around four key questions:

1. Where are we?
2. Where do we want to be?
3. How do we get there?
4. How will we know we are there?

For ease of presentation, the Work Plan is presented as distinct separate tasks. However, there is a strong interdependency between the various phases of this project. For example, the consultation will occur throughout the project life, not just as single finite component of the project.

Phase I: Where are we?

Working under the stewardship of the City's Steering Group and with guidance from the Community Advisory Committee and the Board of Advisers, we will research, analyze, and present findings on the current situation in the DTES. This work will include:

- Desk-based review of relevant documents and of past and present initiatives that lead or otherwise relate to the present assignment
- Review and assess current levels of both non-profit and for-profit arts and culture activities; facilities and real estate, both in use and under-utilized for arts and culture programming; organizational capacity within the local arts sector, public and private investment in or adjacent to the DTES.
- Review best practices in arts-based community and economic policy development and inner-city revitalization initiatives from other relevant municipalities in Canada as well as internationally.
- Facilitate a public involvement process to 'map' the community's cultural resources – human, financial, and physical infrastructure.
- Create databases to document the research and support of the project; these will be of ongoing use beyond the project and will be turned over to the City and/or a designated DTES entity for long-term maintenance and use.
- Produce an Interim Report that summarizes the activities and results of this phase.

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Phase 1 - Where are we?	
<p>Work Plan</p> <ol style="list-style-type: none"> 1. Identify key stakeholders and members for an advisory group 2. Develop tools for obtaining input from the stakeholders 3. Undertake 'Best Practices' analysis 4. Building on the work performed under 1,2, and 3, enhance the public process to create a map of the cultural resources, human, financial and physical infrastructure 	<p>Tools Methodology</p> <ol style="list-style-type: none"> 1. Survey and questionnaire 2. Interviews – Individual and small groups 3. Data collection 4. Inventory of existing arts and culture products, facilities, and initiatives
<p style="text-align: center;">Engagement Process</p> <ol style="list-style-type: none"> 1. Meet individuals and small groups 2. For the development of the map, broader invitation of participants for workshops on media / sector streams (visual arts, performing arts, etc.) 3. Present material and findings to the Steering Group and the CAC 	<p style="text-align: center;">Deliverables</p> <ol style="list-style-type: none"> 1. Reports on findings 2. Data analysis 3. Best Practices analysis 4. Resource and infrastructure map
<p style="text-align: center;">Outcomes</p> <ol style="list-style-type: none"> 1. Sectoral SWOT and Gap Analysis 2. Interim Report <p style="text-align: center;">Value Added</p> <p>Develop databases of sector stakeholders and participants, inventories of arts and culture products, facilities, and initiatives</p>	<p style="text-align: center;">Next Steps</p> <ol style="list-style-type: none"> 1. Review with Steering Group the work completed to date 2. Reassess and revise the work plan for the next phases

Phase 2: Where do we want to be?

This phase involves the development of the Vision, Goals, and Objectives for the DTES. It will identify the issues that people feel are important and which the Strategic Framework needs to address. The emphasis must be on what outcomes and results the arts and culture community and the residents of the DTES want over a five to ten-year period. The focus at this stage will be on the improvements that the community wants, and those that will facilitate sustainable community development and economic revitalization through arts and cultural activities.

During this phase of the project, the consulting team will begin the process of identifying factors that affect the competitiveness of the DTES in attracting and retaining investment for the arts and culture sector. The consultants will seek to identify

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strengths and weaknesses of the various components of the sector including workforce issues, infrastructure to help support the artists, arts and cultural activities and events, and the capacity and cooperating opportunities for the sector NGO's. This work will be integrated within the visioning workshop and will be structured in a manner that will complement rather than detract from the primary purpose of the workshops.

The consultation process indicated in the table that follows is proposed as a way in which this can be done. The final public consultation process will be determined in discussions with the client Steering Group.

Phase 2 - Where Do We Want To Be?	
Work Plan	Tools and Methodology
<ol style="list-style-type: none"> Building on the results of Phase 1, undertake a visioning workshop Identify sponsors to defray the cost of the visioning workshop Identify a preliminary list of investment opportunities and infrastructure development for the arts and culture sector 	<ol style="list-style-type: none"> Reports on findings Data analysis Best Practices Analysis Resource and infrastructure map
Engagement Process	Deliverables
<ol style="list-style-type: none"> Workshop with breakouts into sector streams (visual arts, performing arts, etc.) General plenary session 	<ol style="list-style-type: none"> Workshop reports Begin collecting the written, electronic, and visual documentation for the final report and for public displays
Outcomes	Next Steps
<ol style="list-style-type: none"> Vision, opportunities, and barriers for each sector stream <p>Value Added</p> <ol style="list-style-type: none"> Begin to raise the profile for the arts and culture sector within the DTES Provide networking opportunities for the various sector streams Showcase arts and culture products at the workshop 	<ol style="list-style-type: none"> Review with the Steering Group the work completed to date Reassess and revise the work plan for the next phases of the project

Phase 3: How do we get there?

This phase will set out the means of achieving the Vision, Goals, and Objectives for the arts and culture community in the DTES. It will involve deciding on options for development, choosing programs and actions to deliver the results identified. It will

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involve examining alternative ways of getting to the goals and achieving the objectives, and deciding on the best ways and means to achieve those goals.

In this section, the consultants will also focus their efforts on defining an investment strategy to support the proposed initiatives of the arts and culture strategic framework. This will be accomplished by identifying the competitive advantages of the sector, its strengths and weaknesses, and the various opportunities for growth. Working closely with the project steering committee, the advisory group, private sector, and cultural organizations, the consultants will identify partnership opportunities to underpin the financing and implementation of the Arts and Culture Strategic Framework. Finally, the consultants will identify how best to integrate the Strategic Framework for the DTES arts and culture with the work of the various BOB clusters, specifically the work of the Tourism and Hospitality cluster, and the work of the Investment and Development cluster.

This work will include:

- Review proposed arts and culture initiatives currently under review or development, identified in the survey in Phase 1, in the context of a strategic framework.
- Make proposals for financially viable and sustainable strategic initiatives and financial investments that will support the existing arts and cultural activities in the community, as well as increase opportunities in the Downtown Eastside.
- Draft the Arts and Culture Strategic Framework and Investment Plan. This will identify and make recommendations to address issues and opportunities within the strategic framework to best support sustainable cultural investment and involvement. Recommendations may include provision for affordable live/work accommodation, studios, and rehearsal and performing space; for capacity-building in existing organizations; for incubator space to foster the growth of new organization; and other strategies. All will be considered as contributors to economic revitalization and as facilitators of artistic creation and production in the DTES.
- Develop implementation plans, proposals, initiatives, and recommendations for review by the Steering Group and the CAC; explore short-term, long-term and pilot initiatives, including funding sources.

Phase 3 – How do we get there?	
Work Plan	Tools and Methodology
<ol style="list-style-type: none"> 1. Develop a draft Arts and Culture Strategic Framework 2. Undertake a competitiveness analysis for the DTES Arts and Culture Sector. 3. Develop a draft Investment Plan 4. Ensure the full integration of the two plans 	<ol style="list-style-type: none"> 1. Reports on findings 2. Data analysis 3. Best Practices Analysis 4. Resource and infrastructure map 5. Visioning workshop reports

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Engagement Process	Deliverables
1. The draft Arts and Culture Strategic Framework and the draft Investment Plan will be reviewed with the Steering Group and the CAC 2. The competitiveness analysis will be reviewed with selected key stakeholders within the sector.	1. Draft Arts and Culture Strategic Framework 2. Draft Arts and Culture Investment Plan 3. Draft implementation plan including potential funding sources for the key initiatives.
Outcomes	Next Steps
1. Draft the strategic framework and investment plan, ready for a final public consultation	1. Review with the Steering Group the work completed to date 2. Reassess and revise the work plan for the final phase of the project

Phase 4: How will we know we are there?

This phase involves finalizing the Strategic Framework and Investment Plan. It will also set benchmarks, performance measures, schedules, and accountability frameworks. It will help to define ways to check on how effective the Strategic Framework and Investment Plan is, and how effectively it is being implemented. It will provide a template for evaluation and a protocol for ongoing accountability, community consultation, and communication.

Phase 4 – How will we know we are there?	
Work Plan	Tools and Methodology
1. Develop a draft Implementation Plan 2. Develop performance indicators for the Strategic Framework and Investment Plan	1. Draft Arts and Culture Strategic Framework 2. Draft Arts and Culture Investment Plan
Engagement Process	Deliverables
1. Final round of public consultation on the strategy 2. Public presentation of the draft strategy 3. Review of performance indicators with the Steering Group and CAC	1. What we heard report from the consultation 2. Final Arts and Culture Strategic Framework 3. Final Arts and Culture Investment Plan 4. Final Implementation Plan, including the performance indicators

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Outcomes	Next Steps
1. A community-based Arts and Culture Strategic Framework and Investment Plan, which will support and facilitate sustainable community development and economic revitalization in the DTES 2. Performance indicators and an evaluation framework and template 3. Ongoing communication and consultation protocol 4. Ongoing databases 5. Showcase art and culture products at the workshop and perhaps in public venues (if sponsors can be procured)	Celebrate!

2.3 Availability of Consultants

The consultants are committed and available to work with the City representatives throughout the duration of this project to complete the work plan as defined in this proposal.

**North Sky Consulting Ltd.
Members and Responsibilities of Consulting Team for RFP #PS05067
Arts and Culture Strategic Framework and Investment Plan**

Maurice Albert

(Project Manager, business clusters, and investment)

Sandie Romanczak

(Business clusters, investment, Film, Recording, Gaming, and Multimedia,
Literary arts and Publishing)

Michael Clague

(Best Practices, Arts and Culture Framework)

Peter Fairchild

(Community Advisory Committee)

Donna Spencer

(Visual and Performing Arts)

Irwin Oostindie

(Events and Festivals, assists on Visual and Performing Arts)

Sharon Kravitz

(Resource Mapping)