



## ADMINISTRATIVE REPORT

Report Date: February 24, 2016  
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Meeting Date: March 8, 2016

TO: Vancouver City Council  
FROM: Acting City Manager  
SUBJECT: Vancouver Celebrates Canada's 150th Anniversary

### *RECOMMENDATION*

- A. THAT Council respect established government to government protocols and honour permission from the Musqueam, Squamish, and Tsleil-Waututh First Nations to proceed with a civic celebration in 2017 on their unceded homelands.
- B. THAT Council endorse a project grant application to the Department of Canadian Heritage's Canada 150 Fund in support of Vancouver's Celebration of Canada's 150th Anniversary as a priority project as a City of Reconciliation.
- C. THAT Council direct staff to execute scalable programs and activities as outlined in **Appendix A**—the proposed preliminary project budget—and to actively seek private sector revenues and cost sharing opportunities with sponsors and partners; and to report back in Fall 2016 with financial and operational, updates.
- D. THAT Council authorize staff to draw \$1,900,000 from the Cultural Tourism Reserve Fund (CTRF) in 2016 and 2017 to further work on a celebration site design and operations plan, including the engagement of curatorial, event production, sponsorship and branding, marketing and communication professionals, etc., through temporary staff hires and competitive procurement processes as outlined in this report and as summarized in **Appendix A**.
- E. THAT Council authorize departmental staff throughout the City to identify and direct, when feasible, cash and in-kind civic resources (e.g. Theatre Rental Grants) to support relevant community projects that provide audience-ready,

Aboriginal-driven programming in Vancouver in 2017 that supports this city-wide initiative.

### **REPORT SUMMARY**

This report outlines the vision, rationale, goals, scalable programming, resource requirements, and confirmed and pending funding sources for Vancouver's Celebration of Canada's 150th Anniversary in 2017. It requests Council's approval to draw from the Cultural Tourism Reserve Fund to engage necessary personnel, partners, and contractors to ensure a successful celebration for our citizens and visitors.

### **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

On January 19, 2016, Council approved the City of Reconciliation 2014-2016 report that included strategic priority actions for staff work planning in 2016. Included is:

1. Using the Canada 150 anniversary celebration as a time for Indigenous recognition and celebration with all Vancouverites; and
2. Exploring the feasibility of having a First Nations presence in the form of a public art piece on City Hall grounds.

On July 8, 2015, Council approved the Healthy City Strategy Action Plan for 2015 - 2018. The plan outlines 19 actions and measureable outputs, including:

*Action #8* (Goal: Being and Feeling Safe and Included) To offer opportunities to improve competencies for City of Vancouver staff to increase their understanding of protocol and strengthening their skills in order to work with, for and increase the hiring of First Nations and Urban Aboriginal people.

*Output #8.* Increase employment opportunities in the City and other organizations in Vancouver for First Nations and Urban Aboriginal people.

*Action #18* (Goal: Environments to Thrive In) To create and enhance wonderful temporary public places and spaces throughout the city.

*Output #18.* Design and activate public places in the city in the context of a Downtown Places and Spaces Strategy being undertaken by Planning.

On May 13, 2014, Council approved staff to enter into a contribution agreement with Citizenship and Immigration Canada (CIC) to establish the Vancouver Immigration Partnership (VIP) Program. One of the four pillars of the VIP program is to strengthen intercultural and civic engagement.

On October 23, 2013, Council received the new Culture Plan strategic directions that are guiding cultural planning in Vancouver through to 2018 with a focus on increasing public participation and engagement through arts and culture.

On June 26, 2008, Council approved the Cultural Tourism Strategy which aims to invest in authentic cultural experiences that tell a unique story about Vancouver. These have included past events such as Vancouver's hosting of cornerstone civic events such as the Juno Awards, the 2010 Olympic and Paralympic Games, the Cultural Olympiad, Vancouver 125: Birthday Live and Summer Live, Celebrate Stanley Park's 125<sup>th</sup>, the 2013 Walk for Reconciliation, and the Fan Zone at the FIFA 2015 Women's World Cup. Council approved the establishment of a Cultural Tourism Reserve Fund (CTRF) in 2007 and approved a \$2.0 million addition to the reserve as part of its 2015 Budget—for the purpose of supporting major one-time arts and cultural celebrations and events, and in particular Vancouver's Celebration of Canada's 150th Anniversary in 2017.

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

The Acting City Manager recommends APPROVAL of A though E to implement this priority project of the City of Reconciliation Framework and enhance Vancouver's likelihood of receiving support from the Federal Government's Canada 150 Fund.

### ***REPORT***

#### ***Background/Context***

In April 2015, the Government of Canada launched its Canada 150 fund to support celebrations of the upcoming Federal Sesquicentennial (150th anniversary of Confederation) in 2017. The goal of the Canada 150 Fund is to create opportunities for Canadians to participate in local, regional, and national celebrations that contribute to building a sense of pride and attachment to Canada. Canadian municipal governments are eligible to apply, and the City of Vancouver will submit an application, to the Canada 150 Fund for financial support. Alongside the creation of the Canada 150 Fund, the 150Alliance was formed to connect people and 150th anniversary projects so that they could increase the profile, efficacy and impact of their initiatives. The 150Alliance hosted conversations across the nation beginning with the inaugural conversation in Ottawa in January 2015. At that meeting, Chief Gilbert Whiteduck of the Kitigan Zibi Anishinabeg reminded delegates that Ottawa sits on unceded Algonquin territory and urged event organizers to use the occasion of Canada's 150th anniversary to build bridges with Indigenous peoples.

The 150Alliance meetings included a local conversation in Vancouver on April 10, 2015, where Chief Dr. Robert Joseph and Karen Joseph—both of Reconciliation Canada—echoed the prime importance of using the moment of Canada's 150th anniversary deeply to reflect on reconciliation, where we are, and where we want to go as a nation in the future. Near the close of 2015 on December 15, the Truth and Reconciliation Commission released its final report on the Commission findings with 94 Calls to Action. The legacy for our generation is to build upon the foundation that has been set for reconciliation between Indigenous peoples and all Canadians.

Over several years, the City of Vancouver has been building its own acknowledgement of the harms done in residential schools through recent reconciliation projects and celebrations: Vancouver125: Birthday Live's Canoe Procession and Welcome Ceremony, and Vancouver125: Summer Live's Coast Salish Canoe Races and Coast Salish Slahal

(2011); the Year of Reconciliation, Walk for Reconciliation and *Year of Reconciliation* Public Art Series (2013-2014); the Implementation of the Aboriginal Storyteller in Residence program at the Vancouver Public Library; and the opening of the Britannia Community Carving Pavilion (2014).

Concurrent with the above-noted celebratory projects, the Mayor's Working Group on Immigration (established in 2005), has been working on concurrent Reconciliation efforts through such policies and initiatives as The Vancouver Dialogues Project (2010-2013); the City Newcomer's Mentorship Program, and the Engaged City Task Force. Those relation-building engagement activities continue with the Vancouver Immigration Partnership (VIP) which launched in 2014 with a summit and the digital publication of two bridging and educational resources: *Growing Roots: A Newcomer's Guide to Vancouver* and *First Peoples: A Guide for Newcomers*.

The promotion of intercultural and civic engagement fosters stronger relations between Aboriginal and newcomer communities and supports a vision to have all cultures in our community strengthen relationships, heal from the past and move forward with shared understanding and respect. This vision is set into the city-wide Healthy City Strategy (2014-2015); and mostly recently, the adoption of the City of Reconciliation (2014-2016) report on January 19, 2016.

### *Public Input*

It is in this context, beginning in October 2015, that City Staff initiated local conversations with staff and citizens about ideas for the City of Vancouver's celebration of Canada's 150th anniversary in 2017. The purpose of the conversations was to inform a unique and cohesive vision for Vancouver's celebration and application to the Canada 150 Fund that stood apart from other events, that supported the national imperative of Reconciliation, and that aligned with Council's existing direction through such integrated plans as the:

- City of Reconciliation 2014-2016 Actions
- Healthy City Strategy Action Plan
- Culture Plan Strategic Directions
- Cultural Tourism Strategy
- Vancouver Immigration Partnership

Using a conversation template developed at 2017 Starts Now, three visioning sessions were held (and one on-line survey was issued) to facilitate dialogue, capture and collate the diverse proposals for Canada 150 celebrations. (Metrics include: 175 participants at sessions, 1,411 individual responses given to facilitators, 543 unique ideas, and 18 different themes identified). From these responses, a key direction emerged: Vancouverites wished to celebrate the Sesquicentennial with the acknowledgement that Vancouver is a City situated on the unceded traditional territories of the Musqueam, Squamish, and Tsleil-Waututh First Nations, and is a City of Reconciliation.

Consequently, staff shared these themes at a fall 2015 working meeting with members of the Urban Aboriginal People's Advisory Committee (UAPAC), who proposed an overall framework that would give shape to the many ideas proposed. The UAPAC's vision was

that Vancouver should host a Canoe Journey in summer 2017 and produce/support a large-scale All Nations Gathering as Vancouver's Canada 150 civic event. They gave strategic direction to staff to explore the feasibility of this with the strategic partners at the Musqueam, Squamish, and Tsleil-Waututh First Nations as well as key local partners such as the locally-based Pulling Together Canoe Society and Reconciliation Canada. The UAPAC saw this celebration as an opportunity for reconciliation and sharing of traditional culture, which could give community members including elders, youth, artists, artisans and aboriginal businesses, such as catering companies, access to a wide local and tourist audience. This framework also supports significant volunteer opportunities and employment for Aboriginal professionals and apprentices.

At the same time, contemporary Indigenous artists working in Vancouver have long been creating work about the impacts of residential school and of reconciliation between Indigenous peoples and all Canadians. Using a variety of artistic expressions (i.e. theatre, storytelling, writing, music, spoken word, comedy, dance, film, media and visual arts) many artists and organizations are preparing works of significance for exhibit or performance in 2017. Furthermore, essential local, provincial and national dialogues, in partnership with post-secondary institutions and federal cultural institutions, are being convened in greater numbers to advance understanding of best practices and protocol for the performing arts to foster inclusion and build bridges between Indigenous and non-Indigenous artists, immigrant communities, allies, and audiences. There is an opportunity, therefore, to present traditional and contemporary Indigenous programming as part of a stand-alone civic celebration in July 2017 and to promote, along with tourism partners, traditional and contemporary Aboriginal festivals, performances, exhibitions, events and gatherings throughout the year in their usual timeframe in the cultural calendar. In this way, Vancouver aims to position itself as THE Aboriginal cultural tourism destination in Canada in 2017.

### ***Strategic Analysis***

#### **Our Vision:**

For Vancouver to be The Aboriginal cultural tourism destination in Canada in 2017.

#### **Our Mission:**

To stage Strengthening our Relations, Vancouver's civic celebration in 2017 of Canada's 150th anniversary, where Canada's many cultures—Musqueam, Squamish, and Tsleil-Waututh First Nations, Urban Aboriginal and Métis communities, settlers, newcomers and visitors—will learn, connect, and celebrate in an array of cultural activities and larger-scale festivities.

#### **Activities:**

1. Beginning in spring 2016, we will work with Aboriginal Tourism BC and Tourism Vancouver to be ready to promote production-ready Aboriginal cultural performances, exhibitions and other activities—such as a Walk for Reconciliation—for resident and visiting participants and audiences in 2017.

2. In July 2017, pending full permissions and partnerships from the Musqueam, Squamish, and Tsleil-Waututh First Nations, we will host the arrival and activities of a large-scale Pulling Together Canoe Journey and All Nations Gathering.
3. In July 2017, we will animate our downtown cultural precinct with The Drum is Calling, a free, 11-day festival of contemporary Indigenous and non-Indigenous Arts.
4. City department-driven participatory activities devised and delivered by the Vancouver Public Library, Park Board and Cultural Services' calls for murals will investigate notions of Vancouver's unique identit(ies). This also provides an opportunity to explore, learn and identify significant sites of ancient cultures in Vancouver as we embark on a journey of Reconciliation during Canada's milestone year.

For our celebration of Canada's 150th Anniversary, the City of Vancouver will produce The Drum is Calling Festival at a large-scale site in Vancouver's cultural precinct in July 2017. We will also promote traditional and contemporary Aboriginal festivals, performances, exhibitions, events and gatherings in Vancouver that bring together our diverse communities throughout the year in 2017 to visiting tourists.

A key legacy, since the 2010 Winter Olympic Games, at the City and in the community are the experienced leaders and personnel that have produced, built and managed activations in Vancouver for large-scale audiences. Samples of those events are noted below in Table 1.

Table 1: Sampling of recent, free, large-scale activations hosted in Vancouver

Event	Attendees	Duration
Aboriginal Pavilion at the 2010 Winter Games*	242,000	14 days
Aboriginal Artisan Village and Business Showcase at the 2010 Winter Games*	85,000	14 days
2010 Winter Games Live Sites	320,000	14 days
Vancouver125 Birthday Live	15,000	1 day
Vancouver125 Summer Live	100,000	3 days
2013 Walk for Reconciliation**	70,000	1 day
Vancouver Fan Zone - FIFA Women's World Cup	130,000	13 days
2013 All Nations Canoe Gathering at False Creek**	600	1 day
2013 TRC National event at PNE	6,000	4 days

\*Pavilion produced by the Four Host First Nations Society

\*\*Event delivered in partnership with Reconciliation Canada

We anticipate that The Drum is Calling Festival in the downtown cultural precinct could generate audiences of 125,000 over 11 days in addition to the 5,000-10,000 active participants in The Salish Sea Paddling Together Canoe Journey. The Walk for Reconciliation could attract an additional 100,000 people. The beat of the drum is

both a call to attendance and a call to participate, with many cultures able to share their own drumming traditions.

The year 2017 will mark the 25th year of the annual Canoe Journey, a gathering of paddling families and Indigenous Nations. In 2001, when last hosted by the Squamish Nation, upwards of 10,000 people attended in more than 100 traditional dugouts. The gathering could see a re-activation of Coast Salish Canoe Races and Coast Salish Slahal games that were held at Vancouver125: Summer Live at Stanley Park. A large-scale All Nations Gathering could attract artisans, traditional drum and dance groups, Aboriginal and mainstream broadcast media, tourists and local residents from throughout Metro Vancouver to the celebration. Programming will be a recipe of equal parts traditional culture (dance, song, story-telling, painting and craft) and contemporary Indigenous arts (music, theatre, dance, painting, film, performance art and literature).

The current proposed budget of \$7.75M (**Appendix A**), allows staff to activate a celebration site over 11 days. The preferred site is Larwill Park, which was the location of the 2010 Winter Games downtown Live Site, the Vancouver Fan Zone at the 2015 FIFA Women's World Cup and the future home of the Vancouver Art Gallery.

Considerations for the preferred site are that it is:

- **Central, Accessible and Affordable**  
The site should have a no-cost entry, be easily accessible in a central downtown location, and be well serviced by transit
- **Safe and Secure**  
Provide a site that creates a family atmosphere and gives residents, tourists, and participants a feeling of security
- **Animated, interdisciplinary**  
The site should be a vibrant, visually striking, acoustically excellent, and digitally supported environment that can present interdisciplinary programming (i.e. theatre, storytelling, writing, music, spoken word, comedy, dance, film, media arts, temporary public art, and visual arts) at a very high level.
- **Authentic representation of Musqueam, Squamish, and Tsleil-Waututh First Nations and Aboriginal cultures and imagery**  
The site look and layout should be designed in consultation with Musqueam, Squamish, and Tsleil-Waututh First Nations representatives.
- **Weather-protected**  
The site should provide cover for artists, crew, participants and audiences in the case of inclement or very hot weather
- **Participatory**  
The site should allow for activation and sharing of City-led or partnered participatory projects that will have been in development as of 2016.
- **Integrated**  
The site should feel connected to confirmed and potential partners in the cultural precinct at the Vancouver Civic Theatre's QET Plaza, CBC/Radio-Canada, Vancouver Public Library, Vancouver Community College and SFU Woodward's.

- **Appealing to potential sponsors and partners**  
The site should allow for branding that is aligned with City values as a City of Reconciliation as well as sponsor-provided activations.
- **Sustainable**  
The site's operations, power source, and utilities should support Vancouver's Greenest City goals.

A professional staff team is required to deliver the site design, sponsorship, operations and programming plan, and to build agreements around protocols, governance and technical processes with the Musqueam, Squamish, and Tsleil-Waututh First Nations, for Vancouver to host the landing point of the 2017 Salish Sea Paddling Together Canoe Journey and The Drum is Calling/All Nations Festival.

#### Next Steps:

1. To confirm location of a celebration site with required approvals from the City's Office of the General Manager of Engineering.
2. To submit an application to the Department of Canadian Heritage to the Canada 150 Fund.
3. To retain an Aboriginal Project Manager with a track record in Aboriginal relations, dialogue, networking, and strategic event planning to coordinate protocols, governance and technical processes, and collaboratively to build economic impact metrics and agreements with the Musqueam, Squamish, and Tsleil-Waututh First Nations.
4. To establish a technical team with the Musqueam, Squamish, and Tsleil-Waututh First Nations and include representation from Metis Nation BC, Reconciliation Canada and the Urban Aboriginal People's Advisory Committee.
5. To explore the feasibility of installing a First Nations presence by the end of 2017 on City Hall grounds.
6. To establish collaborative metrics engage, wherever possible, Aboriginal people as curatorial, event production, marketing and communication professionals, etc., through temporary staff hires.
7. To formalize partnerships in the cultural community for either presentation during the festival itself or else promotion during a year dedicated to amplifying Aboriginal cultural tourism.
8. To establish an interdepartmental staff working group to facilitate departmental engagement and broader community engagement
9. To issue an RFP and Statement of Work for Sponsorship support.
10. To develop and coordinate an Aboriginal production apprenticeship program.
11. To report back in fall 2016 with financial, operational and programming updates and to request approvals for additional allocations from/to the Cultural Tourism Reserve Fund and/or other City sources.

#### *Implications/Related Issues/Risk (if applicable)*

##### *Financial*

The current projected expense estimate for this project is \$7.75 million (approximately \$1.5M in 2016, and \$6.2M in 2017). This total includes a contingency



amount of approximately \$715K. The full scope of proposed costs is outlined in Appendix A.

Current projected funding of \$7.0 million for this project is from a combination of City of Vancouver Cultural Tourism Reserve Fund (CTRF) funding (\$1.9M), funding from external partners and funders (\$3.6M), and sponsorship funding (\$1.5M).

Based upon this preliminary budget, which includes the contingency of \$715K, there is a potential additional funding requirement of up to \$750K. As a first option, all efforts will be made to actively seek additional private sector revenues and cost sharing opportunities with external funders, sponsors and partners to find this additional funding.

In Fall 2016, staff will report back to Council with financial and operational updates, including an update on external partnership and sponsorship funding, as well as revised cost and contingency estimates. In addition, staff will provide options for scalable programs and activities to reduce the overall costs.

Should any additional City of Vancouver funding be required in 2017 it will be brought forward to Council through the regular 2017 Operating budget process.

On June 23, 2015, Council approved use of the Cultural Tourism Reserve Fund (CTRF) for a grant of \$100,000 to Music on Main Society to host the World New Music Days 2017 Festival in Vancouver. This leaves a balance of \$1,900,000 in the CTRF.

Staff seek Council's approve to draw \$1,900,000 (approximately \$880K in 2016, and \$1.02 million in 2017) from the CTRF to further work on a celebration site design and operations plan, and engage the necessary curatorial, event production, sponsorship and branding, marketing and communication professionals, etc. through temporary staff hires and competitive procurement processes.

## **CONCLUSION**

Approval of the Vancouver Celebrates Canada's 150th Anniversary planning framework will activate a priority project in the City of Reconciliation framework, enhance Vancouver's likelihood of receiving support from the Federal Government's Canada 150 Fund for a civic celebration in July 2017 and amplify the profile of audience-ready traditional and contemporary Aboriginal festivals, performances, exhibitions, events and gatherings in Vancouver throughout 2017. Furthermore, approval of this framework will lever support from other sponsors and stakeholders; it will help to establish new training, business and volunteer opportunities for Musqueam, Squamish, and Tsleil-Waututh First Nations, Urban Aboriginal and Métis people in this creative endeavour.

As a City of Reconciliation this celebration will provide an opportunity for staff to interact with Aboriginal peoples. Staff will benefit from meeting, learning and working with First Nations and Urban Aboriginals; a valuable cultural competency training in action.

As a City situated on the unceded Homelands of the Musqueam, Squamish, and Tsleil-Waututh First Nations, and as a City of Reconciliation, our goal is for Vancouver to mark the national milestone of Canada's 150th year to build a stronger relationship among Indigenous peoples and all Canadians and forge a common future between all Vancouverites.

If we achieve our vision to position Vancouver as THE Aboriginal cultural tourism destination in Canada in 2017, we will support Vancouver's aim to be a City where all residents, especially First Nations and Aboriginal peoples, feel welcome, supported, and included in our accomplishments as a City of Reconciliation and in our goal to be a healthy city for all.

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## Preliminary Budget: Vancouver Celebrates Canada's 150th

	2016	2017	TOTAL
<b>REVENUE</b>			
CoV - Cultural Tourism (CT) Reserve	879,500	1,020,500	1,900,000
Canada 150 Fund	630,000	2,870,000	3,500,000
Province of BC	-	50,000	50,000
Sport Hosting Funds (DCH / Prov / CoV)	-	50,000	50,000
Sponsorship (Cash and In-kind)	-	1,500,000	1,500,000
<b>TOTAL REVENUES</b>	<b>1,509,500</b>	<b>5,490,500</b>	<b>7,000,000</b>
<b>EXPENSES</b>			
<b>CITY PROJECTS</b>			
VPL, Park Board and Public Art	146,000	1,064,500	1,210,500
Festival Site Build & Program for 11 days	-	2,200,000	2,200,000
Walk for Reconciliation	-	80,000	80,000
<b>OTHER COSTS</b>			
CoV staff (2 @ 24 month + 2 @ 18 months)	413,500	451,500	865,000
Marketing (hard costs)	300,000	450,000	750,000
External Partnerships	300,000	500,000	800,000
Consultants and Contractors	350,000	781,000	1,131,000
<b>TOTAL EXPENSES EXCL. CONTINGENCY</b>	<b>1,509,500</b>	<b>5,527,000</b>	<b>7,036,500</b>
Project Contingency (10%)		713,500	713,500
<b>TOTAL EXPENSES INCL. CONTINGENCY</b>	<b>1,509,500</b>	<b>6,240,500</b>	<b>7,750,000</b>
<b>POTENTIAL ADDITIONAL FUNDING REQUIRED</b>	<b>-</b>	<b>750,000</b>	<b>750,000</b>