Report of the Standing Policy Committee on Protection and Community Services dated October 2, 2000

City of Winnipeg Cultural Policy
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940 - 3. The Standing Policy Committee on Protection and Community Services has been advised that on July 9, 1996, the Mayor's Office announced the review of a Cultural Policy for the City of Winnipeg and outlined the names of citizens to sit on the Cultural Policy Review Panel.

In 1996 and 1997, a Public Consultation process and a review of City of Winnipeg cultural policies was carried out by the Cultural Policy Review Panel.

On June 11, 1997, the Executive Policy Committee heard Harold Buchwald, Chairperson of the City of Winnipeg Cultural Policy Review Panel, in delegation. Mr. Buchwald presented the document, "Into the 21st Century: Arts and Culture in Winnipeg", which among its recommendations included:

1. The City should restructure the Winnipeg Arts Advisory Council into a more formally structured, autonomous granting body, having independent (non-political) responsibility for making grants.

2. The City's appropriation to the Winnipeg Arts Advisory Council for grants be raised to $5.00 per capita, to be phased in over four years, starting in 1997, after which it should increase with the cost of living.

3. The City should adopt a Public Art Program.

In a presentation to the City in September 1997, and in subsequent presentations in 1998, 1999 and 2000, the Winnipeg Arts Advisory Council supported these recommendations. As well, community support, beyond arts and cultural organizations, was widespread. Groups as diverse as the Winnipeg Chamber of Commerce, the Aboriginal Council of Winnipeg, the Asper Foundation, the Exchange District and Downtown BIZ organizations, and the Rotary Club of Winnipeg wrote letters supporting the aforementioned recommendations.

Plan Winnipeg 2020 Vision, states, "The City shall recognize the importance of arts, entertainment and culture to its urban image, quality of life, and economic development." Plan Winnipeg further recommends that the City should establish an independent arts council and implement a public art strategy.

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On November 29, 1999, the Standing Policy Committee on Protection and Community Services considered a report from the Executive Policy Committee Secretariat, dated September 28, 1999, with respect to the Cultural Policy Review.

On December 8, 1999, the Executive Policy Committee considered Clause 3 of the Report of the Standing Policy Committee on Protection and Community Services dated November 29, 1999, and laid the matter over for to 60 days, as outlined on Appendix "A". The matter was subsequently laid over on March 14, April 19 and May 17, 2000.

On June 14, 2000, the Executive Policy Committee referred back Clause 3 of the Standing Policy Committee on Protection and Community Services dated November 29, 1999, to the Standing Policy Committee on Protection and Community Services for further review.

On July 6, 2000, the Standing Policy Committee on Protection and Community Services re-considered Clause 3 from its report dated November 29, 1999, and referred the recommendation on the structure of the Winnipeg Arts Council back to the Winnipeg Arts Advisory Council (WAAC) for further review.

On October 2, 2000, the Standing Policy Committee on Protection and Community Services considered a report from the Chairperson of the Winnipeg Arts Advisory Council, which contained the following recommendations:

That the Standing Policy Committee on Protection and Community Services support the recommendations of the Winnipeg Arts Advisory Council, and implement the following changes to the City of Winnipeg Cultural Policy C302, namely:

1. That the Winnipeg Arts Advisory Council become the "Winnipeg Arts Council (WAC)" an independent not-for-profit corporation, mandated by the City of Winnipeg to:

    - Manage and carry out the City of Winnipeg's arts and cultural funding programs, exercising final arms-length authority to approve and issue cultural grants.
    - Present for approval to the Executive Policy Committee, a Three-Year Arts and Culture Business Plan to be adopted on an annual basis.
    - Manage a Conditional Grant from the City designated to fund the approved programs.
    - Advise the City on cultural policy.
    - Explore partnerships and initiatives with other funding bodies, foundations and other groups.
    - Present to the City an Annual Report and an Audited Financial Statement.
    - Develop and maintain a cooperative relationship with all City Departments and

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staff working in cultural areas.

2. That the City of Winnipeg direct the "Winnipeg Arts Council" to develop a Public Art Policy and Program. This would be done in cooperation with the City's Film and Cultural Liaison Office and other appropriate City staff, and in consultation with community stakeholders and expertise, to be presented for approval to City Council on or before March 2001.

3. That upon approval of the above recommendations, the Standing Policy Committee on Protection and Community Services direct a one-time only allocation of $63,500.00 to the Winnipeg Arts Advisory Council to assist with the implementation procedures necessary for the legal and organizational restructuring of your arts council. WAAC, City Council and the City Administration can explore which elements might be supported by in-kind services from the City.

4. That the City of Winnipeg increase its cultural funding allocation to the "Winnipeg Arts Council" to $5.00 per capita, following the formula proposed in the Cultural Policy Review in 1997. Starting in 2001, the allocation would be $3,260,000. Commencing in 2002, the level of funding should increase with the cost of living.

The Committee also heard from Pauline Riley, Board Member and Billie Stewart, Director, Winnipeg Arts Advisory Council in connection hereto. The Committee considered the four recommendations and concurred in Recommendations 1 and 2. The Committee referred Recommendation 3 to the Administration to identify which services outlined in the proposed expenses for the legal and organizational restructuring of the Winnipeg Arts Advisory Council could be performed internally and referred Recommendation 4., to the 2001 - 2003 Current Estimates for further review.

The Standing Policy Committee on Protection and Community Services recommends:

I. That the City implement the following changes to the City of Winnipeg Cultural Policy C302, namely: -

   A) That the Winnipeg Arts Advisory Council become the "Winnipeg Arts Council (WAC)" an independent not-for-profit corporation, mandated by the City of Winnipeg to:

      i Manage and carry out the City of Winnipeg's arts and cultural funding programs, exercising final arms-length authority to approve and issue cultural grants.

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ii Present for approval to the Executive Policy Committee, a Three-Year Arts and Culture Business Plan to be adopted on an annual basis.
iii Manage a Conditional Grant from the City designated to fund the approved programs.
iv Advise the City on cultural policy.
v Explore partnerships and initiatives with other funding bodies, foundations and other groups.
vi Present to the City an Annual Report and an Audited Financial Statement.
vii Develop and maintain a cooperative relationship with all City Departments and staff working in cultural areas.

II. That the City of Winnipeg direct the "Winnipeg Arts Council" to develop a Public Art Policy and Program. This would be done in cooperation with the City's Film and Cultural Liaison Office and other appropriate City staff, and in consultation with community stakeholders and expertise, to be presented for approval to City Council on or before March 2001.

III. That the Proper Officers of the City be authorized to do all things necessary to effect the intent of the foregoing.

Moved by Councillor Vandal,
Adoption of the clause.

Carried.

(See Minute No. 964 for attachment)

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964 - Appendix "A" referred to in Clause 3 of the Report of the Standing Policy Committee on Protection and Community Services dated October 2, 2000

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3. The Standing Policy Committee on Protection and Community Services has been advised that in 1996, following recommendations from the former Standing Committee on Protection, Parks and Culture and the Winnipeg Arts Advisory Council, former Mayor Thompson appointed a Panel to conduct a review of the City of Winnipeg Cultural Policy. Chaired by Harold Buchwald, the Panel undertook wide-ranging public consultations and research. Written submissions were received from 39 individuals and cultural groups, a public forum was attended by 46 groups and individuals, and meetings were held with 13 other organizations. The report, entitled "Into the 21st Century: Arts and Culture in Winnipeg" was presented to the Executive Policy Committee on June 11, 1997.

The Cultural Policy Review Panel report contained recommendations on these issues, plus an implementation plan:

1. City of Winnipeg Cultural Policy - Plan Winnipeg
2. City Structures and Cultural Programs
3 Winnipeg Arts Advisory Council - structure and mandate
4 Cultural funding
5 Amusement Tax

On September 22, 1993, Council adopted Clause 8 of the Report of the former Committee on Finance and Administration, revising Cultural Policy C302, and the way City support was directed to arts and culture. Previously it adhered to a funding policy whereby the cultural allocation, starting with a base in 1988, was increased each year according to an inflation-based/Consumer Price Index formula. In 1993, the policy stated that cultural funding would be supported by Amusement Tax revenues, with a guaranteed base of $1,974,552 for three years, following which the policy would be reviewed. The Winnipeg Enterprises Corporation's arrangement with the City remained the same, it collected on non-exempt events, and was awarded that amount in the form of an annual grant.

On October 4 and November 1, 1999, the Standing Policy Committee on Protection and Community Services considered a report from the Executive Policy Committee Secretariat, dated September 28, 1999, which contained the following Administrative recommendations:

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Appendix "A" referred to in Clause 3 of the Report of the Standing Policy Committee on Protection and Community Services dated October 2, 2000 (continued)

1. *That the City of Winnipeg re-write its Arts, Entertainment and Culture Policy consistent with the objectives, as outlined in Schedule "A".*

2. *That the Cultural Liaison Office be further developed with long term planning. Executive Policy Committee to review the activities, budget, goals and workplan.*

3. *That the City explore a Public Art Program, to be recommended by the City's Film and Cultural Liaison Coordinator in consultation with community stakeholders.*

4. *That the Winnipeg Arts Advisory Council become the Winnipeg Arts Council, and, on an annual basis, prepare and submit a business plan including:*

    a. *Proposed current and new granting programs*
    b. *New initiatives and priorities.*
    c. *Administrative Budget and Administrative Structure*
    d. *A design for a working relationship with the City's Cultural Liaison Office and other City Administration.*

5. *That the City,*

    a. *Replace the existing ten percent (10%) Amusement Tax on admissions of $5.00 or more with a Cinema Seat Tax of ten percent (10%).*
    b. *Re-allocate the monies designated for the New Homeowner's Tax Credit to arts and culture funding.*

Recommendation 1

The City of Winnipeg should reaffirm the Arts, Entertainment and Culture policy from Plan Winnipeg as revised and expanded by the Cultural Policy Review Panel. (See Policy Recommendation 1.1 of the report, "Into the 21st Century")

Recommendation 2

A Cultural Liaison Office should be established to facilitate effective municipal cultural policy and planning. For example, the City should develop public art policies, cultural initiatives with the urban aboriginal population, mechanisms to recognize significant achievements in the

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Appendix "A" referred to in Clause 3 of the Report of the Standing Policy Committee on Protection and Community Services dated October 2, 2000 (continued)

cultural sector, enhancement of cultural tourism opportunities and other initiatives. (See Policy Recommendation 2.3 of the report, "Into the 21st Century")

This office is now operating in the Executive Policy Committee Secretariat, with one employee covering both film and cultural issues. A number of the recommended initiatives are already underway. The Mayor's Office, the Winnipeg Arts Advisory Council, and the Cultural Liaison Office have worked together in the past year to develop the City of Winnipeg Carol Shields Book Award, the Pan American Games Art Show, and other activities.

Recommendation 3

The City should adopt a Public Art Program which promotes and facilitates the incorporation of art into existing public spaces and within appropriate new developments (See Policy Recommendation 2.5. of the report, "Into the 21st Century").

There is presently a group working on the development of a mandate, policy and programs for a City of Winnipeg Public Art Program. This group includes City staff, community stakeholders and others who will present their recommendations to City Council for consideration separately.

Recommendation 4

The City should restructure the Winnipeg Arts Advisory Council to become a more formally structured, autonomous body, renamed the Winnipeg Arts Council, reporting quarterly to the Executive Policy Committee and submitting an administration and operating budget and program plans annually. (See Policy Recommendation 3.1 of the report, "Into the 21st Century")

The City of Winnipeg currently has several arms-length agencies which operate independently of the City to carry out specific mandates, e.g. Tourism Winnipeg, Heritage Winnipeg, CentreVenture. The Winnipeg Arts Advisory Council has had the confidence of City Council for a number of years, and operates de facto independently now. The budget and activities of the Winnipeg Arts Council would still be subject to annual approval by City Council.

The City's appropriation to the Winnipeg Arts Council for Arts and Cultural Grants be raised from $3.03 per capita to $5.00 per capita. (See Policy Recommendation 4.1 of the report, "Into the 21st Century")

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If the City had continued their pre-1994 arts and cultural funding formula, the current Winnipeg Arts Advisory Council budget would be approximately $2.5 million per year. The Winnipeg Arts Advisory Council has submitted data indicating steady growth in the cultural sector while no increased support has been allocated by the City since 1992. Administrative resources are extremely limited, and they state the only way to fund new and growing organizations and programs is to take funds from existing groups.

Recommendation 5

The City should accept the recommendations of the Cultural Policy Review, replacing the Amusement Tax and increasing funding for arts and culture to $2.5 million from the current $1,974,552, and that the City:

a. Replace the existing ten percent (10%) Amusement Tax on admissions of $5.00 or more with a "Cinema Seat Tax" of ten percent (10%), and
b. Re-allocate the monies designated for the New Homeowner's Tax Credit to arts and culture funding.

That the Amusement Tax be abolished. (See Policy Recommendation 5.1 of the report, "Into the 21st Century").

Winnipeg is the only Canadian City with an Amusement Tax. The current exemption process is complicated and prone to reinterpretation, causing ill will between City Council and small charitable and cultural organizations and some commercial enterprises, who feel it is unfair. It is difficult to administer and to control.

It is recognized that the City of Winnipeg should have a level of cultural funding that is appropriate to the size and significance of the cultural sector. It is also essential that the funding for this model be sustainable. The five year Budget Discussion Paper, entitled, "Achieving Affordable Government for a Sustainable Winnipeg", presented an alternative option to achieve an increased arts and culture allocation and eliminating the amusement tax without an increase in City Taxes. It also proposed that the Winnipeg Enterprises Corporation support from the City could be accommodated in an alternative fashion and maintain revenue streams, such as inclusion with other sports facilities in a "seat tax" or adjustment in their ticket pricing policy.

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This could potentially cover off most of the current revenue the City collects and return approximately $1 million to the City. City support to The Winnipeg Enterprises Corporation can
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be accommodated in an alternative fashion to the amusement tax, maintaining revenue streams with the inclusion, with other sports facilities, of a "seat tax" or adjustment in their ticket pricing policy.

Revenue generated from assessments after the rolls close is $3 million on average, and fifty percent (50%), or approximately $1.5 million of this amount should be earmarked for the Winnipeg Arts Advisory Council.

Implementation:

The Cultural Policy Review Panel recommended the creation of an Implementation Committee. Since the original timelines are no longer applicable a new implementation process should be developed. This initiative should be cooperative, and leadership should come from the Cultural Liaison Office. The Cultural Liaison Office should establish an Advisory Committee composed of stakeholder organizations to provide on-going advice and to facilitate communication.

On November 29, 1999, the Standing Policy Committee on Protection and Community Services re-considered the report from the Executive Policy Committee Secretariat and also heard from John Becker, Chair and Billie Stewart, Director, Winnipeg Arts Advisory Council and Flo Watson, President, Motion Picture Theatre Association of Manitoba in connection thereto.

The Committee re-considered the five recommendations and concurred in Recommendations 1, 2 and 3, and referred Recommendation 4., namely: -

That the Winnipeg Arts Advisory Council become the Winnipeg Arts Council, and, on an annual basis, prepare and submit a business plan including:

a. Proposed current and new granting programs
b. New initiatives and priorities
c. Administrative Budget and Administrative Structure
d. A design for a working relationship with the City's Cultural Liaison Office and other City Administration to the Legal Services Division for review and report back to the meeting of the Standing Policy Committee on Protection and Community Services scheduled for January 10, 2000.

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Appendix "A" referred to in Clause 3 of the Report of the Standing Policy Committee on Protection and Community Services dated October 2, 2000 (continued)

The Committee further recommended that Recommendation 5. be referred to the Executive Policy Committee for referral to Standing Committee on Fiscal Issues for financial consideration; namely: -
That the City:

a. Replace the existing ten percent (10%) Amusement Tax on admissions of $5.00 or more with a Cinema Seat Tax of ten percent (10%),
b. Re-allocate the monies designated for the New Homeowner's Tax Credit to arts and culture funding,

and also requested that the Standing Committee on Fiscal Issues explore the possibilities of including Arts funding as a line item or through mill rate support.

The Standing Policy Committee on Protection and Community Services recommends:

I. That the City of Winnipeg re-write its Arts, Entertainment and Culture Policy consistent with the objectives, as outlined in Schedule "A".

II. That the Cultural Liaison Office be further developed with long term planning. Executive Policy Committee to review the activities, budget, goals and workplan.

III. That the City explore a Public Art Program, to be recommended by the City's Film and Cultural Liaison Coordinator in consultation with community stakeholders.

IV. That the Proper Officers of the City be authorized to do all things necessary to effect the intent of the foregoing.

For the information of Council, on December 8, 1999 the Executive Policy Committee laid the clause over for up to 90 days.

On March 22, 2000, Council approved a 60 day extension of time.

On April 19, 2000, and again, on May 10, 2000, the Executive Policy Committee laid the matter over to their next meeting.

On May 17, 2000, the Executive Policy Committee laid the matter over for 30 days.

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On June 14, 2000, the matter was referred back by the Executive Policy Committee to the Standing Policy Committee on Protection and Community Services for further review