

**Community Services Report to
SPC on Community and Protective Services
2018 May 02**

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Cultural Plan Integrated Policy Framework

EXECUTIVE SUMMARY

In December 2017 Council approved the Implementation Plan for the Cultural Plan for Calgary that was approved in principle in 2016. At that time Administration was directed to develop and bring back an integrated policy framework to illustrate how The City's plans and policies interact with the Cultural Plan and move the Plan forward. While Council was impressed by the progress that partners such as Calgary Economic Development and Tourism Calgary have made on moving the Plan forward, Council sought to ensure that City departments were equally aligned in considering the importance of cultural vitality as a key measure of a livable and sustainable city.

This report provides an Integrated Policy Framework based on the Cultural Plan's five strategic priorities. Plans, policies and processes that influenced the Cultural Plan are identified, as are those that have been influenced by the Cultural Plan since its adoption. Through the practice of planning culturally the Integrated Policy Framework, along with the Cultural Plan's visions and actions, will continue to be used to shape City plans, policies and processes going forward.

The report also illustrates the direct linkages between the Cultural Plan and Council Directives and how the five strategic priorities connect across the lines of service that make up One Calgary, which shapes the future course of this work.

To date, over 35 Corporate plans, policies, guidelines and processes have been found to align and 14 Business Units have been involved in implementing the process of planning culturally.

ADMINISTRATION RECOMMENDATION:

That the SPC on Community and Protective Services recommend that Council receive the Cultural Plan Integrated Policy Framework update and direct Administration to utilize the Framework to ensure that planning culturally is reflected in the development of future plans, policies and processes, including One Calgary.

RECOMMENDATION OF THE SPC ON COMMUNITY AND PROTECTIVE SERVICES, DATED 2018 MAY 02:

That the Administration Recommendation contained in Report CPS2018-0253 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2017 December 06, Council approved CPS2017-1203 Update on the Cultural Plan for The City of Calgary, including a proposed governance model under which to establish the Cultural Leadership Council. In addition, Council directed Administration to develop an integrated policy framework with the Cultural Plan that incorporates all other relevant Council policies and report back through SPC on Community and Protective Services by Q2 2018.

On 2016 November 31, Council approved the following recommendations in CPS2016-0867 Cultural Plan:

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1. Receive Report CPS2016-0867 Cultural Plan for The City of Calgary, *Cultural Plan for Calgary* (Attachment 1) and *Culture Shift: A Summary of the Cultural Plan* (Attachment 2) for information;
2. Adopt in principle the overall *Cultural Plan for Calgary*;
3. Approve and implement the “Ten Priority Actions” (Attachment 2, page 5), where Administration is able to do so within existing budgets;
4. Direct Administration to incorporate key initiatives from the *Cultural Plan for Calgary* into the 2019-2022 Business Plans and Budgets for future Council consideration;
5. Direct Administration to:
 - a. Develop a governance model that includes key external partners along with a comprehensive implementation plan and detailed outcome measures;
 - b. Identify and implement ways to internally integrate “planning culturally” throughout all business units;
 - c. Update Council on the implementation of the “Ten Priority Actions”, and
6. Report back to Council through the SPC on Community and Protective Services no later than Q4 2017 with recommendations for Council’s consideration.

In 2014 November, Council approved *ActionPlan* 2015-2018, which included a request from Calgary Recreation for a one-time investment of \$250 thousand for the development of a City-wide Cultural Plan.

On 2010 June 21, Council adopted Report C2010-38 In-Camera – Cultural Capitals of Canada 2012 Application.

BACKGROUND

Calgary joined other leading cities in Canada and around the world with the adoption of its first Cultural Plan in November 2016. Cultural planning is a relatively new and evolving practice and has moved from a focus on planning for the cultural sector- developing major arts institutions and arts programming- to integrating a ‘cultural lens’ into all facets of city planning. By adopting a broad-based definition of culture, municipal governments have come to recognize its potential contribution to both address city-wide concerns and develop more livable urban environments.

The definition of culture for Calgary’s Cultural Plan is ‘anything that defines the unique identity of a community or group including social customs, language, music, seasonal and oral traditions, performing and visual arts, literature, built and natural heritage, cuisine, design, fashion and religious expression.’

Following emerging best practice, Calgary’s Cultural Plan (2015) was based on four main foundations, resulting in a made-in-Calgary plan (Fig 1):

Fig 1

Foundations of the Cultural Plan for Calgary

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•Municipal Policy Review	•Cultural Resources	Citizen Engagement	Benchmarking
<ul style="list-style-type: none"> • reviewed and analysed City and Partner plans and policies to ensure alignment and leverage opportunities 	<ul style="list-style-type: none"> • identified and mapped Calgary's cultural resources using a national standardized cultural resource framework 	<ul style="list-style-type: none"> • initially engaged 800 Calgarians; maintained public engagement through the Cultural Leadership Council and City department teams 	<ul style="list-style-type: none"> • benchmarked research to 10 other comparable cities with cultural plans

The municipal policy review, conducted in 2014, included 20 Corporate and Partner documents. The influence of these plans and policies can be found throughout the vision statements and actions in the Cultural Plan's resulting five strategic priorities:

- Maximize Calgary's Diversity Advantage
- Grow Calgary's Cultural Sector and Creative Industries
- Activate Culturally Vibrant Neighbourhoods and Districts
- Reinforce Centre City as the Cultural Heart of the City
- Conserve and Celebrate Calgary's Built, Natural and Indigenous Heritage

To achieve these objectives the Plan proposed 50 actions, to be implemented in a phased approach: ten priority actions to be initiated 2016-2018, and remaining actions, which required further investigation to determine the resources required, 2019-2022. By the November 2017 update to Council, progress had been made on 30 of the 50 actions. The Cultural Plan also proposed integrating the practice of planning culturally throughout the Corporation to ensure that culture is considered in the development of plans, policies and projects.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

A review of key municipal policies and processes is considered essential to the development of a cultural plan. Alignment with these policies and plans supports implementation by providing direction, momentum and support. The use of an Integrated Policy Framework and alignment with One Calgary will help ensure that the cultural priorities of Calgarians will influence The City's plans, policies and processes going forward, contributing to a more inclusive, vibrant, economically diverse, safe and creative city.

Policy as part of Cultural Plan Implementation

The benchmarking research undertaken for the Cultural Plan, which examined the cultural plans of ten comparable cities, identified inter-relationships between the four levels of implementation on which cultural plans operate:

- the policy level, in providing leadership and guidance;
- the direct provision of facilities, programs, events, etc. that can be used by culture and creative organizations or the general community;
- sector support that consists of a number of areas in which the municipality can provide supportive assistance to the cultural and creative sector; and,

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- the procurement of financial and other resources, including data gathering and cultural mapping.

A cultural plan is a mutually consistent and supporting system of strategies and initiatives in all these areas, but it starts at the policy level which provides the leadership. (Attachment 1)

The Cultural Plan for Calgary is cross-corporate and relies on broad-based community and Partner input and participation.

The roles for The City in implementation include leading, supporting, funding and facilitating the actions identified in the Cultural Plan. While these actions provide tactical direction, to achieve long-term progress on the Plan's five strategic priorities, implementation must also remain aligned with, and inform, key City of Calgary plans, policies, guidelines and processes. This will be most successful through embedding the practice of planning culturally throughout the Corporation.

Policy and Plan Framework

The starting place for the development of the Cultural Plan was the policy and plan context of The City and Partners. Using primary plans and policies such as *Imagine Calgary*, the *Municipal Development Plan*, the *Economic Plan for Calgary* and *Living a Creative Life* as context, the five strategic priorities that Calgarians identified through the 2015 engagement process found an immediate place of alignment and action.

While the priorities and actions of the Cultural Plan were informed by key City and Partner policies and plans, in turn, the Cultural Plan has influenced subsequent City of Calgary plans and policies as outlined in the integrated policy framework (Attachment 2). Partner plans and research have also been informed by the Cultural Plan, such as Tourism Calgary's *Destination Strategy* and Calgary Arts Development's *Building on Our Momentum*. In addition to influencing individual plans and policies, the Cultural Plan connects policies and plans across subject areas from heritage preservation, to diversity inclusion, to creative industry stimulation to neighbourhood urban design.

The Cultural Plan is one of 80 corporate plans identified in the City's Strategic Planning Framework's inventory of plans. It seeks to provide a common frame of reference to the complex world of culture, and how the various plans, policies and processes at The City can work together to achieve Council Directives in relation to cultural development.

The Cultural Plan has an iterative relationship with other City plans, policies and processes but it is through One Calgary that Administration can embed the Cultural Plan's strategic priorities and more firmly integrate the focus and resources of The City going forward. Strong and direct links to One Calgary are found through the number of 2019-2022 Council Directives (Attachment 3) and more than 20 Service Lines that relate to the Cultural Plan. (Attachment 4)

The planning culturally program, which involves integrating a cultural lens throughout the Corporation, will ensure that cultural resources and development will be considered in the development of plans, policies and programs going forward. The program has engaged 14 Business Units in an interactive process to identify barriers and opportunities to consider culture from both strategic and operational perspectives within their lines of service. A value proposition for using a cultural lens was developed and methods of implementation and sustainment are now being created, including performance measures and the identification of service line champions.

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Although the program is in its early stages, exciting change has already taken place, as using a cultural lens has shaped projects including capital business cases, the planning of integrated civic facilities, Area Development Plans, Green Line City Shaping and the approach to future planning in Chinatown.

The visions and actions of the five strategic priorities in the Cultural Plan, and the practice of planning culturally, will help ensure the work undertaken through the varied service lines is informed by a source document that integrates the various facets of culture and provides a roadmap for prioritization and implementation. The Plan is another tool for service lines in turning the population curves that Council has identified.

In an emerging field of practice, the immediate interest and alignment of other policies and plans with the Cultural Plan is surprisingly strong, in part because cultural life, in the broadest sense, is an integral aspect of every Calgarian's life. As evidenced from the traction the Cultural Plan has already received, it is clearly an enabling document that fosters cross-corporate collaboration, broadens understanding of our cultural life and identified the role of The City in influencing cultural development.

Stakeholder Engagement, Research and Communication

The Cultural Leadership Council (CLC) is one of the primary mechanisms to implement the Cultural Plan in a way that fully reflects the changing nature of Calgary's cultural life, and that leverages cultural activity taking place throughout the city in all strategic priority areas. Membership of the CLC is comprised of representatives from key stakeholder groups and Partners such as Tourism Calgary, Calgary Economic Development, Calgary Public Library, Federation of Calgary Communities, Action Dignity (formerly the Ethno-Cultural Council of Calgary), Calgary Arts Development and Calgary Heritage Authority. Some members steward Council-approved plans which strongly align with the Cultural Plan and some have plans that have already been influenced by the Cultural Plan. At the initial meeting of the CLC several other potential member groups were suggested, immediate opportunities for collaboration were identified and the group expressed excitement at championing the Cultural Plan in the community.

A corporate cultural network has been identified at the City through the chartering of the planning culturally program forming the basis of the inter-departmental network identified in the governance model.

Strategic Alignment

Based on the broad definition of cultural resources adopted by the Cultural Plan, alignment is found with The City of Calgary's guiding documents, from *ImagineCALGARY* to Council's 2019-2022 Directives for One Calgary.

The vision and targets in five core areas of *ImagineCALGARY* are directly related to culture: Aesthetic Enjoyment; Creative Self-Expression; Meaning, Purpose and Connectedness; Sense of Community; Economic Well-Being.

The Municipal Development Plan acknowledges that arts and culture programming, spaces, amenities and facilities play an important role in: building complete communities; adding to the

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cultural vitality of the city; contributing to economic development and prosperity; and fostering active and vibrant neighbourhoods.

A number of the 2019-2022 Council Directives for One Calgary align directly, as seen in Attachment 3.

The One City approach to planning culturally is in alignment with the Leadership Strategic Plan agreed to by the City Manager and Council. Specifically, this approach will meet the direction for a collaborative organizational team working together, with increased integration around the delivery of the Cultural Plan, an important element of the Arts and Culture Service Line.

Social, Environmental, Economic (External)

Social

Cultural life, in all its facets, strengthens the resiliency and social fabric of a city, facilitating and encouraging connections both within and beyond diverse social groups. Opportunities for Calgarians to develop, participate in or observe cultural life, across the spectrum of possible activities, fosters connections, creativity, understanding and trust. Culturally vibrant neighbourhoods build a shared sense of place, increasing safety and decreasing neglect and crime.

Environmental

Through the place-based approach of Calgary's Cultural Plan, cultural development contributes to environmental sustainability in a number of ways, including: through the preservation of natural and built heritage preservation and through public art projects that educate and encourage stewardship of the urban environment.

Economic

Cultural development contributes to economic growth and resiliency through supporting and expanding small business creation in areas such as interactive digital media, music, film and video recording. Cultural tourism is strengthened through creation and promotion of theme districts, major festivals and events, heritage preservation, excellence in live music and culinary opportunities. Recent studies indicate that vibrant communities are of the highest rated elements of appeal to new residents and businesses. Talent attraction and retention are key to sustained economic growth and resiliency.

Financial Capacity

Current and Future Operating Budget:

Current costs associated with the implementation of the Cultural Plan for Calgary are absorbed within the existing budget of Calgary Recreation. As the comprehensive implementation plan is undertaken across service lines any requirements of future operating budgets for 2019-2022 will be reflected in One Calgary.

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Current and Future Capital Budget:

The need for any capital expenditures to fulfil elements of the Cultural Plan that require Council approval will be reflected in One Calgary.

Risk Assessment

The City of Calgary has invested funds to develop a made-in-Calgary cultural plan, with input from over 800 citizens and continuing commitment from many Partners and community groups.

If The City were not to fully implement the Cultural Plan, risks exist around not taking advantage of the economic, social, cultural and city-building benefits that will be felt by Calgarians.

REASON(S) FOR RECOMMENDATION(S):

Council directed Administration to incorporate key initiatives from the Cultural Plan for Calgary into the 2019-2022 Business Plans and Budgets for future Council consideration and further directed Administration to implement ways to integrate “planning culturally” throughout all business units.

The Integrated Policy Framework provides a way to continually identify City documents that support the Cultural Plan’s Strategic Priorities and integrate a cultural lens into the development of plans, policies and processes going forward.

ATTACHMENT(S)

- Attachment 1 – Best Practice Background: Cultural Plan Levels of Implementation
- Attachment 2 – Integrated Policy Framework
- Attachment 3 – Cultural Plan Alignment with 2019-2022 Council Directives
- Attachment 4 – Cultural Plan Priorities and 2019-2022 Lines of Service – One Calgary Opportunities