

# RESPONDING TO THE COMMUNITY

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PROPOSALS FOR  
CULTURAL DEVELOPMENT

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A DISCUSSION PAPER

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Saskatchewan  
Municipal  
Government

# **RESPONDING TO THE COMMUNITY:**

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## **PROPOSALS FOR CULTURAL DEVELOPMENT**

### **A DISCUSSION PAPER**

Saskatchewan Municipal Government

January 1995

# MESSAGE FROM THE MINISTER

Saskatchewan's arts, cultural industries, multiculturalism and heritage sectors contribute enormously to the quality of life in our communities, to the creation of jobs, to the diversification of the provincial economy and to the creation of cultural products and services which proclaim our unique identity to Canada and the world. The government of Saskatchewan recognizes the value of this contribution, and wishes to facilitate the adaptations necessitated by our changing environment.



This discussion paper, RESPONDING TO THE COMMUNITY: Proposals for Cultural Development, is presented to facilitate the process of rejuvenation and reform of Saskatchewan support for cultural institutions and activities. I extend the gratitude of the government for all the diligence, intellectual fortitude and creative imagination that the representatives of our cultural community have provided through many reports and task forces to stimulate government's response.

I also invite all the people of Saskatchewan, including the four cultural sectors, their constituent communities and audiences, and the general public, to participate in a process to consider and introduce change to Saskatchewan's cultural support systems. Your ideas, your comments, and your active participation are essential to the success of our mutual endeavour.

A handwritten signature in cursive script that reads "Carol Carson".

Carol Carson



*Heritage resources in Saskatchewan include the palaeontological site of a Tyrannosaurus rex skeleton in the Frenchman River Valley, shown here during excavation by staff of The Royal Saskatchewan Museum.*

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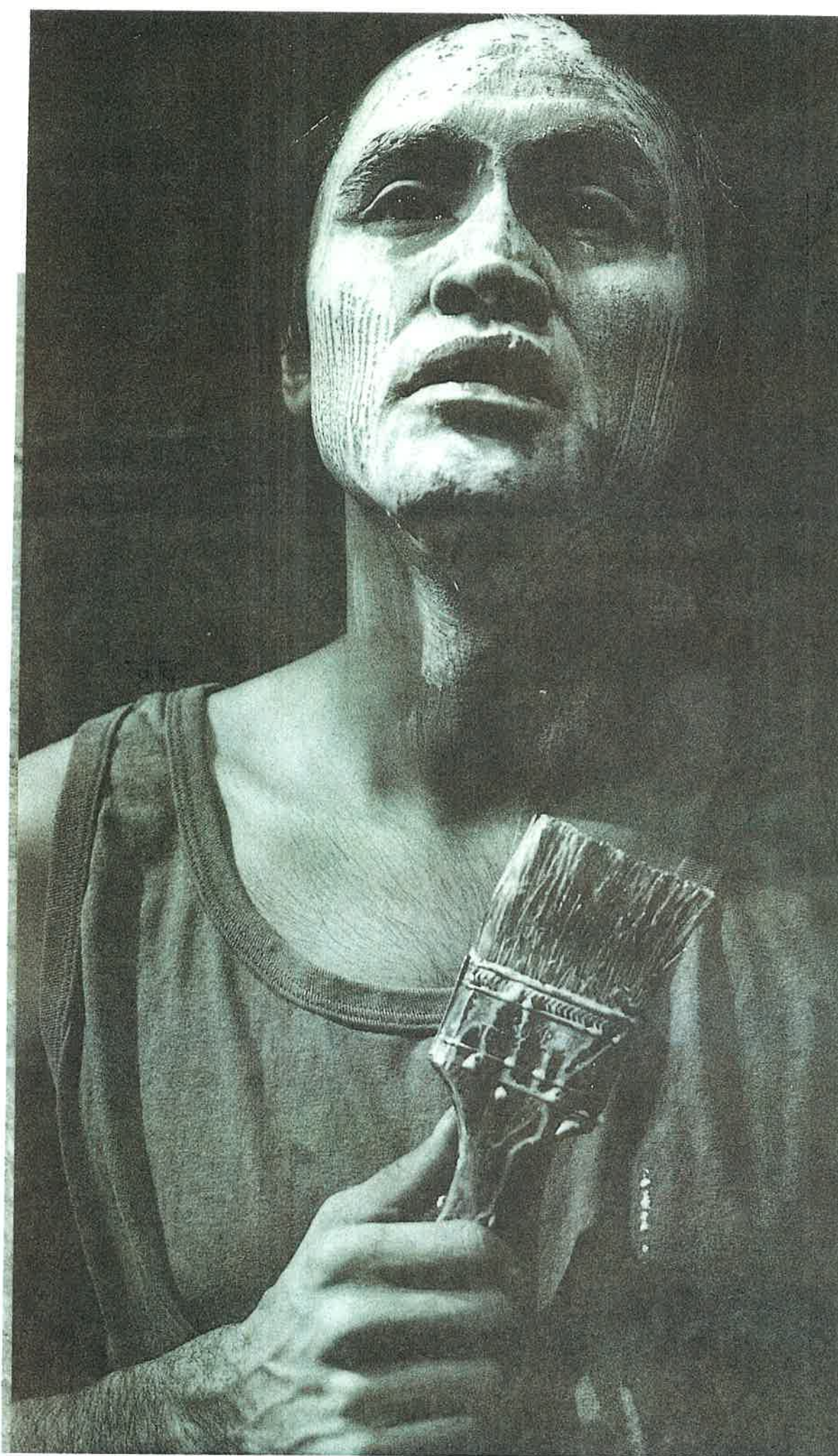


Photo: Grant Kearmen, AK Photos, Saskatoon

*Twenty-Fifth Street Theatre  
Centre's production  
of *The Harrowing* by  
Saskatchewan playwright,  
Scott Douglas, featuring  
Saskatchewan actor  
Kenneth Charlette.  
Saskatoon, 1994.*

# CULTURE IN SASKATCHEWAN

# 1. CULTURE IN SASKATCHEWAN

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*Culture defines who we are as people. It keeps alive our past, reflects our values, articulates our dreams, fosters pride in who we are, and proclaims our existence and identity to the world.* (Abridged from the Saskatchewan Book Publishing Policy Committee Report)

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## 1.1 A PROPOSAL FOR CHANGE

Saskatchewan and its people recognize their unique identity within the global village, a community made virtually borderless through the advent of new media, new technology, and the multi-channel universe. Increasingly the creativity of our province is instantaneously connected to the publics of many nations. In the same context, the character of nations and provinces is being transformed by increasing levels of migration, whereby new citizens bring new traditions to societies and add to the breadth of each country's national heritage.

Saskatchewan's identity is thus continually enhanced, enriched and informed by the talents of its artists and creators, its aboriginal and immigrant citizens, and the curators who collect its history and define its character.

The Government of Saskatchewan, after almost ninety years of facilitating development in the province, and after several years of studying in detail the needs of four specific cultural sectors all of which make an important economic and social contribution, recognizes the need to maximize opportunities for the future, within a changing environment. From the establishment of the Museum of Natural History, in 1906, through the creation of the Saskatchewan Arts Board in 1949, to the 70's provision of both a Multiculturalism Act and the Sask Trust system of lottery funding, Saskatchewan has proven itself very capable of adapting its policies and programs to accommodate change.

The Government of Saskatchewan remains committed to nurturing our cultural products and services, for the benefit of the greater public and the enhancement of our quality of life. Over the next few years, the Government of Saskatchewan will work with the public and the cultural sector to adapt and adjust structures, mechanisms, and support systems, in order to sustain Saskatchewan's unique artistic expression, our cultural industries, our multicultural society, and preservation of our common heritage. Together we can shape our cultural future, and innovatively prepare for the 21st century.



RESPONDING TO THE COMMUNITY: Proposals For Cultural Development constitutes a commitment to collaboratively shape future structures, priorities and opportunities for cultural growth and development, in partnership with the people of Saskatchewan and their government.

The proposals contained in this discussion paper are meant to reflect not only the vision expressed, but also current levels of consensus within the cultural community for change offered in some nine studies and two task force reports, and are therefore the first fruits after several years of constructive analysis and community self-discovery.

The proposals reflect the need to ensure that benefits are directed towards community cultural programs and that an appropriate equilibrium is maintained between professional and amateur arts activity. The cultural industries will continue to become a major player in the economic diversification of Saskatchewan industry, and, as a result, it is essential to develop strategies for their continued development. The multicultural nature of Saskatchewan people suggests that we must not only respect and accept, but also celebrate our multicultural roots. We must ensure the preservation of our heritage, from our rich paleontological resources to our living memories.

These proposals are intended for discussion and refinement by consultations over the next six months, following which legislation and reorganization may proceed over the next few years, through the mutual efforts and will of both the elected representatives of the Saskatchewan people and the cultural community. The Proposals respect that not all groups have resolved the detail of all changes, and the Government of Saskatchewan commits to ongoing cultural community and public consultation to ensure that new directions are founded in the best principles, and that subsequent actions provide best solutions for the benefit of all citizens.

RESPONDING TO THE COMMUNITY: Proposals for Cultural Development confirms Saskatchewan's commitment to continued evolution and development of the arts, cultural industries, multiculturalism and heritage, and their collective contribution to Saskatchewan's identity, society and culture.

*Including both direct  
and indirect impact,  
culture created more  
than 20,000 jobs and  
contributed more  
than \$420 million  
to Saskatchewan's  
GDP in 1991-92.*

(Source: Statistics Canada, Education,  
Culture and Tourism Division: Economic  
Impact of the Arts and Culture Sector,  
1991-92)

## 1.2 AN INVITATION

This Discussion Paper is intended to begin the process of rejuvenation and reform of Saskatchewan support for cultural products and services. It reflects the ideas of people, communities, organizations and professionals from the arts, cultural industries, multiculturalism and heritage, from across the province.

The Minister of Municipal Government invites the people of Saskatchewan to participate in a community-based consultation process to introduce change to our cultural support systems. Your ideas, your comments, and your active participation are essential to the success of this process.

## 1.3 SHARED VALUES

**RESPONDING TO THE COMMUNITY: Proposals for Cultural Development** affirms that Saskatchewan, its cultural community, and its citizens recognize common purpose through the sharing of collective values. These shared values, which guide both current practice and the future opportunities outlined in this Discussion Paper, include:

**CULTURE'S CONTRIBUTION:** Cultural products and services benefit all the people of Saskatchewan, contributing to individual health and well-being, community revitalization and sustainability, employment, and opportunities for overall social and economic renewal in the province.

**DIVERSITY CELEBRATED:** Cultural policy creates an environment which recognizes, sustains and nurtures all aspects of culture in Saskatchewan, from the artists and creative practitioners and their products, to those who promote, present, interpret and instruct, as well as those who preserve, develop and market our province's unique cultural identity.

**EMPOWERED COMMUNITIES:** Empowerment of the cultural community and of citizens who enjoy cultural products and services within their individual communities is reinforced by the existence of appropriate delivery systems for cultural activities and programming throughout the province.

**ENHANCED QUALITY OF LIFE:** Activities in the arts, cultural industries, multiculturalism and heritage have a profound effect on the development of healthy and independent lifestyles. Participation in cultural activities must be accessible to all, regardless of social or economic circumstances, gender, age, income, education, ability or cultural origin.

**EXCELLENCE AND PROFESSIONALISM:** Excellence and professionalism is vital to Saskatchewan's cultural presence in the world and must be encouraged and facilitated through programs and support services which recognize the needs of both professional and amateur artists and professional and volunteer cultural workers.

**THE BENEFITS OF VOLUNTEERISM:** Volunteers continue to be central to the development and delivery of cultural programs, and their contribution is critical to the success of any strategy for culture. Support for the professionalism and excellence of volunteer contributions to the development of cultural products and services must continue to be endorsed and recognized.



*The Saskatchewan Motion Picture Association (SMPIA) unveiled this new award, designed by Saskatchewan artist Joe Fafard, at Showcase '94.*

# THE CULTURAL COMMUNITY:

## FOUR SECTORS

## 2. THE CULTURAL COMMUNITY: FOUR SECTORS

Culture plays a vital role in sustaining our quality of life, both creating and preserving the heritage of our communities. Cultural traditions, languages and beliefs contribute to our feelings of well-being, security and to our identity as a people. Cultural activities provide opportunities for expression and creativity which help us cope with the stress and uncertainty of our rapidly changing world.

Culture has too often been viewed as a "soft" industry, with qualities that may inspire us to support the development of a multitude of products and services for somewhat altruistic reasons, such as the ability to tell Saskatchewan stories. However, we must remember the very significant "hard" contribution of culture to Saskatchewan includes significant job creation, economic diversification, and the establishment of many small businesses. Such businesses include both not-for-profit organizations which seek revenues, and commercial companies which generate profits. Culture also supports tourism, attracts business relocations to the province, and encourages business development in both rural and urban communities.

A combination of grassroots development and government support has enabled all forms of cultural activity to thrive in Saskatchewan. Expertise and accomplishment in the full range of cultural endeavour has encouraged a support network of professionals and volunteers, individuals and organizations, and services that is unparalleled in Canada. Working together under the culture umbrella, each discipline or interest group has its own particular issues, yet all contribute to the overall quality of Saskatchewan life. The four major fields of cultural endeavour under discussion in this document are the arts, cultural industries, multiculturalism and heritage.

*Saskatchewan's arts  
and culture labour force  
is increasing faster than  
other sectors. While the  
total provincial labour  
force increased by 0.8%  
between 1986 and 1991  
to reach 484,000, the  
arts and culture sector  
rose by 3.0% to 8,370.*

(Source: Statistics Canada, Education,  
Culture and Tourism Division: Econom  
Impact of the Arts and Culture Sector,  
1991-92)

*In 1990, the Saskatoon Jazz Festival generated a \$1.8 million impact on its host city, attracting 20,000 people (25% of whom were tourists).*

## 2.1 THE ARTS

In the arts, there is clearly a wealth of creativity and talent within one family, which brings together the diversity represented by both professional and amateur activity, by both paid and volunteer workers. It is important to understand that there is an acceptance that professionalism of effort and the desire for excellence are common to both paid and unpaid cultural workers.

A unique definition of Saskatchewan people and their identity is provided by the output of artists. At the same time, the arts are valued for positioning Saskatchewan culture within the global village. Both international and domestic markets are rich with cultural products and services, and fully one-half of Saskatchewan's citizens attend or view the arts regularly. Through education, awareness, attendance and purchase Saskatchewan citizens are able to enjoy and understand the fullness and uniqueness of Saskatchewan artistic expression.

One may define art as the result of one or more individuals applying imagination, intellect, intuition and/or instinct to create an original work, perhaps a painting, musical composition, sculpture or dramatic performance, which contributes to our appreciation of the world and each other. Through enjoyment, recreation, understanding and education, the public is brought to an awareness of the uniqueness and creative spirit inherent in the work. Artistic expression can take many forms and involve a variety of individuals, organizations and businesses. A continuum for arts endeavour includes training, creation, production, distribution, marketing, consumption and preservation. The community of the arts includes a multiplicity of levels within a variety of disciplines and supporting activities:

### DISCIPLINES

- Performing Arts
- Visual Arts
- Literary Arts
- Volunteer
- Crafts
- Media/Electronic Arts
- Design

### ACTIVITIES

- Presenting/Exhibiting:
  - Facilities/Festivals/Galleries
- Commercial/Not For Profit
- Professional/Amateur

## 2.2 CULTURAL INDUSTRIES

The cultural industries are supported in Saskatchewan not only to develop artistic expression through film and video, sound recording and book publishing opportunities, but also to distribute the resulting products and services throughout the world. The ability to tell Saskatchewan stories to Saskatchewan citizens throughout the far reaches of the province, to share those stories with fellow Canadians from coast to coast, and finally, to give those stories to international audiences, underlines the capacity of the cultural industries to enrich mutual understanding among many peoples.

The global reach enabled by the various media of the cultural industries also facilitates a unique business focus within the cultural industries, one that seeks to create jobs, sustain economic development and generate profits. The unique combination of artistic excellence, the reflection of Saskatchewan's unique cultural identity, the ability to lever private sector investment in the province, and a resulting economic return on investment drives our commitment to the cultural industries.

Through the technology of communications, the cultural industries are increasingly a major contributor to economic development throughout Canada. Saskatchewan's cultural industries must enhance their ability to remain competitive, committed to growth and increasing unique job creation opportunities.

Cultural industries in Saskatchewan include:

- Film
- Video
- Sound Recording
- Book Publishing
- Distributors

*After six years of averaging \$5 million annually, the value of film and video production by resident companies in Saskatchewan will exceed \$10 million in 1994. Saskatchewan's film and video industry ranks fifth in the country.*



*Multicultural festivals are important tourist attractions and stimulate local economies. Mosaic '94, for example, recorded 326,504 pavilion visits, generating roughly \$6,000 in revenue for each of 24 pavilions. Mosaic will return approximately \$200,000 back to the community through various projects and employment.*

(Source: Regina Multicultural Council)

## 2.3 MULTICULTURALISM

Saskatchewan's cultural identity is part of the Canadian mosaic that allows many different cultures to co-exist without abandoning what makes each unique. Our uniqueness, as a province traditionally dependent on agriculture, and as a people from diverse cultural backgrounds, is a strength and a source of pride.

Multiculturalism has tended to be viewed as a community-based set of activities that bring together elements of both the arts and heritage. However, what began as a way of staying in touch with one's roots through song, dance, crafts, language and community spirit, has expanded to include areas such as immigration, tourism, and business development. The retention of heritage languages, in particular, is now viewed not only as enriching comprehension and expression, but also as facilitating global business negotiations.

Multiculturalism incorporates a philosophical and moral position, a decision on the part of citizens to respect and accept cultural diversity. Canada's identity is reinforced and strengthened by its founding peoples, its two official languages and its multicultural society. Saskatchewan's unique position within Canada as one of its most multicultural provinces, endows Saskatchewan with not only the riches of this diversity, but also with an opportunity to demonstrate to other provinces and all Canadians that a multicultural society can work. These concepts are succinctly enjoined in the Saskatchewan's official motto: "from many peoples, strength".

It must be remembered that it is only within the past one hundred years that immigrants to the province have joined with First Nations and Metis people to prepare Saskatchewan for the 21st century. Immigration has built Saskatchewan into a special place, one that may be viewed as a microcosm of the global village. Multiculturalism is a powerful force in the province, thus Saskatchewan can celebrate its cultural diversity, as well as witness it.

Recently, and most particularly in the media, multiculturalism has sometimes been confused with the importation of intolerance or interpreted as cultural apartheid. Perhaps exacerbated by racism against visible minority immigrants, such concepts of multiculturalism are not ascribed to by Saskatchewan. Multiculturalism has been inaccurately portrayed as a source of division rather than a unifying force ensuring fair and equitable treatment for all Canadians.

Providing a welcoming hand to new citizens continues to be a Saskatchewan tradition, and Saskatchewan's efforts are on-going to create a society free of racism and with equal opportunity for all. Not only does the retention of ethnocultural values and artistic expression enable fuller understanding of the richness of diversity, but facility in multiple languages and cultures also prepares Saskatchewan citizens to work

professionally to develop businesses in the global marketplace. Saskatchewan remains committed to the principles by which multiculturalism facilitates the broadest of cultural understanding and global development.

Multiculturalism's profound influence on Saskatchewan reflects a need to address issues related to language, education, race relations, employment, training, health care and the preparation of immigrants for citizenship. Intercultural understanding promoted among citizens will encourage full participation by all First Nations and Metis peoples, the Official Language Minority Community and multicultural organizations. While First Nations and Metis peoples and the Official Language Minority Community assert their distinctiveness from multicultural organizations, they are also touched by the same issues of racism, equity and cultural retention. Professionals and volunteers working to ensure Saskatchewan citizens are afforded opportunities to respect, accept and celebrate cultural diversity include:

- Multicultural Groups
- Heritage Language Groups
- Ethnocultural Groups
- Groups Supporting Equity Issues
- Citizenship
- Immigrants and Refugees
- Official Language Minority Community
- First Nations & Metis Peoples

## 2.4 HERITAGE

Heritage constitutes the fourth major cultural sector, and encompasses all aspects of our past that construct our social, economic and spiritual identity. Heritage in Saskatchewan includes a combination of community-based activities, and key institutions, leading to tourism opportunities and engendering a pride in Saskatchewan's unique history.

Saskatchewan's cultural heritage has been forged by the unique geographical features that shape our lives and livelihoods, by our unique history, and by a dichotomy between north and south. In the north, our population includes largely First Nations and Metis people who have traditionally lived off the land, and who contribute significantly to Saskatchewan society through their philosophy, traditions, and art.

## **T-REX ATTRACTS TOURISM DOLLARS**

*The recent discovery of a Tyrannosaurus rex skeleton near Eastend, Saskatchewan has already (by September, 1994) injected more than a quarter of a million dollars into the local economy through purchases of gas, food, accommodation and meals, as well as the creation of small tour companies and souvenir sales.*

(Source: Eastend Chamber of Commerce)

The southern population includes many people who emigrated to the prairies from many different regions of the world, bringing with them a multiplicity of languages, traditions, and cultural expression.

The mixing and integration of people from different regions and cultural groups, both urban and rural, creates a special identity and heritage, reflecting not only the stories, traditions, values and beliefs of our many cultures and countries of origin, but also those new ones which are an outgrowth of living together within one province and society. Our ability to project our identity through the arts and cultural industries, to create new stories as new people arrive, and to collectively preserve our common heritage is vital. Saskatchewan remains committed to the preservation and celebration of its heritage, and to the communication of that heritage to its people, other Canadians and world citizens.

Encompassing the breadth of experience that gives us common identity, heritage takes many forms:

- Archaeology
- Architectural Heritage
- Museums
- Natural History
- Archives
- Family History
- Art Galleries
- Social History
- Historic Sites
- Libraries

Heritage resources include archival and genealogical records, oral histories, museum artifacts, art objects, natural history specimens, fossils, historic buildings and archaeological sites to name a few. Heritage is often equated with the past, but it also involves interpreting living cultural expression through songs, costumes, dances and stories passed from generation to generation among First Nations and other cultural groups. Finally, heritage resources also define the natural features that form our economic and social resource base. Documentation, interpretation and preservation of these resources provide a rich inheritance for all people, present and future.



*Recently arrived  
immigrant children  
contribute to the cultural  
diversity celebrated  
by Saskatchewan  
people.*

# CHALLENGES AND CHANGING ENVIRONMENTS

### 3. CHALLENGES & CHANGING ENVIRONMENTS

Culture is flourishing in Saskatchewan, but the quality and quantity of cultural activity may mask from public view the challenges cultural organizations face in an evolving environment, including both internal and external pressures. In developing proposals for change, the Government of Saskatchewan has recognized the impact of both domestic and global factors influencing our overall environment, our ability to compete in the world marketplace, and the necessity to develop and preserve our unique cultural identity.

A variety of economic, social, political and market factors, affecting all world societies as they head towards the 21st century, are having a great effect on all aspects of contemporary Saskatchewan life. Some of the pressures influencing progress and life in Saskatchewan today, which stimulate our need to adapt and adjust support structures and systems, include:

#### 3.1 GLOBALIZATION

The cultural community, like many others, must respond to global movements characterized by widespread economic, social and environmental change, which creates both opportunities and challenges. In our shrinking world, global communications and the information highway link all citizens of the world instantaneously, offering new opportunities for understanding, cooperation and partnerships. The arts and cultural industries of Saskatchewan constitute an excellent source of content for the information highway, and our ability to share our unique cultural identity with the rest of Canada and the world must be maintained and reinforced.

At the same time, we must recognize that global political pressures, warfare and economic disparity are creating widespread world migration, challenging our ability to accommodate newcomers in a welcoming and supportive manner. Our attitudes toward multiculturalism must embrace increasing cultural diversity and provide opportunities for new forms of cultural expression.

*Immigrant Investor  
Funds totalling over  
\$264 million have been  
invested in Saskatchewan  
projects creating 3,299  
jobs and helping to  
diversify our provincial  
economy.*

(Source: Saskatchewan Economic Development)

### **3.2 IMMIGRATION, IDENTITY & INTEGRATION**

The integration of new Canadians can create challenges for social justice and access. But encouraging new people to make Canada their home can also contribute new skills, new traditions and new business investments, which contribute to the maintenance of our quality of life and high standard of living. Saskatchewan has a unique opportunity to position itself internationally as a welcoming place for immigrants, to continue to support the retention of individual cultural identity while contributing to our collective provincial character, and to facilitate full integration into Canadian society.

### **3.3 TECHNOLOGY & INNOVATION**

Technological advancement and information highway innovations will continue to benefit cultural products and services, including not only the creative artists who wish to work in virtual reality and new formats, but also all the cultural industries, book publishing, film and video production and sound recording. Museums, archives, art galleries and libraries will also benefit from continuing advances in collection database management and interactive display. Technological advances challenge the cultural community to explore new forms and styles of cultural expression, as well as new methods of distribution which enable international reach.

### **3.4 PUBLIC ACCESS & MARKET DEVELOPMENT**

The move toward interdependence in the international marketplace creates a need for specialty cultural products that fit niche markets, as well as opportunities for the broadest possible distribution of cultural products and services. Product differentiation and development, effective distribution strategies, improved pricing strategies, and general marketing outreach designed to increase the frequency of current cultural consumption and to develop attendance and purchase by current non-consumers will all contribute to our ability to remain competitive. Increasing public access to culture through enhanced education, awareness, participation and purchase will afford and encourage new appreciation for our unique Saskatchewan cultural identity.

### 3.5 GOVERNMENT FISCAL CHALLENGE

Saskatchewan's cultural community is also affected by fiscal pressures. Public concern over government debt will ensure that strategies oriented toward overall debt reduction will be a major focus for the foreseeable future. Efforts to implement cost efficiencies within the cultural community will be viewed as an important contribution to the government's goal of good fiscal management. The ability of the cultural community to continue to achieve excellence and provide access must be sustained, but within the realities of financial planning, and within levels of sustenance appropriate to the times.

The wealth of the 70's, which afforded much expansion of cultural activity, has been tempered by the belt tightening recessions of the early 80's and early 90's, such that cultural products and services must now be even more fiscally well managed, as any business or social activity, with higher efficiency and accountability. And although cultural groups may be expected to lend support to deficit and debt reduction programs in the years ahead, Saskatchewan's government and public recognize that traditionally low salaries and the labour intensive nature of cultural work continue to constitute a major contribution to fiscal management.

### 3.6 DEMOGRAPHIC TRENDS

Demographic trends are affecting the creators and the consumers of the arts, cultural industries and heritage sectors. The inevitable aging of the "baby-boomer" population, falling birthrates, and controlled immigration levels, all force Saskatchewan and Canadian citizens to consider who will provide future financial and volunteer support to operate cultural institutions and programs. The role of immigration, in particular, will become increasingly important, as will our ability to work collaboratively with the most rapidly growing sector of our population, the First Nations and Metis peoples. At the same time, however, there are those who expect that increasingly people over 50 will achieve higher levels of disposable income, as children depart and mortgages are paid, who will increasingly seek leisure activities of a more sedentary nature, suggesting more revenue opportunities for cultural sector products and services.

*Approximately 53% of the population of Saskatchewan attended a traditional performing arts event (classical music, theatre, dance or opera) during the past five years while 80% of the population of Saskatchewan attended a popular performing arts event (pop/rock, jazz, folk, musicals) during the past five years. And 64% of the population are interested in attending more performances.*

(Source: Canadian Arts Consumer Profile)



### 3.7 URBANIZATION

The trend toward urbanization throughout the world, Canada, and in Saskatchewan makes it harder for rural communities to provide residents with the opportunities and amenities necessary for individual and societal well-being. Through touring and outreach activities, as well as local volunteerism, Saskatchewan citizens can ensure that cultural activity is available to our urban, rural and northern populations.

### 3.8 COMMUNITY CONSULTATIONS & ADVICE

Increased community consultation has also greatly influenced the need to change, adjust and renew cultural policies, funding mechanisms and directions. In Saskatchewan in particular, government has facilitated an increasing level of consultation and community empowerment. These actions have engendered a wealth of understanding and many recommendations for change by government concerning culture.

Over the past few years, the Government of Saskatchewan, in collaboration with the cultural community, has enabled participation in an Arts Strategy and a Multicultural Task Force, as well as several committees and public consultations which reviewed arts, cultural industries, multiculturalism and heritage programs, services and funding mechanisms.

A total of 11 major reports resulted from this collaboration (see Appendix), which cover a wide range of issues and include many opinions on the degree of change that should be undertaken, as well as the appropriate methods to achieve change. In developing this Discussion Paper's current proposals, the following points may be said to be the most clearly articulated, asserted by many interested parties:

- A desire by the arts community for a single legislated arts agency, intended to integrate programs and services to both the professional and amateur arts communities and to their Saskatchewan public.
- A desire by the film and video industry to stabilize private sector investment in the film and video industry, indeed in all the cultural industries.
- A desire by a cross section of Saskatchewan artists for equity within the labour force.

- A desire for new multiculturalism legislation which moves beyond ethnocultural retention to envision Saskatchewan as a non-racist society, respecting, accepting and celebrating its multicultural roots.
- A desire by the heritage community to evaluate current heritage programming in the province and to formulate a future vision and strategy.
- A desire among many members of lottery funded Provincial Cultural Organizations to restructure the current Cultural Division of Sask Trust, more along a sectoral model, creating independent structures responsible for arts, multicultural and heritage programs and services.
- A consensus among cultural communities on the need for government leadership in implementing change.

The Government of Saskatchewan also examined other provincial and federal analyses and relevant materials in developing the proposals included in RESPONDING TO THE COMMUNITY: Proposals for Cultural Development.

Finally, a visual presentation involving a sequence of slides, outlining models and approaches to be proposed, were presented to the Saskatchewan Arts Board, the Saskatchewan Arts Alliance, and the arts, cultural industries, multicultural and heritage organizations linked through the Saskatchewan Council of Cultural Organizations. The results of these consultations have also enabled the fine-tuning and refinement of the options proposed.



# VISION FOR THE CULTURAL FUTURE

## 4. VISION FOR THE CULTURAL FUTURE

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*Saskatchewan people value and preserve their heritage; respect, accept and celebrate their cultural diversity; and promote unique cultural expression and excellence through the arts and cultural industries.*

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Given the need of Saskatchewan for a stable cultural sector, the internal and external challenges affecting our environment, and the advice of the cultural community, the Government of Saskatchewan seeks to adjust structures and systems according to a vision of what should constitute the main thrusts of public policy related to culture. Public response to this vision of Saskatchewan's cultural future will enable Government to determine the best course of action in rejuvenating current systems.

The vision for culture proposed in this paper by government for consideration by the cultural community and the general public, includes the following:

### 4.1 ENHANCED PUBLIC APPRECIATION

The importance of culture to Saskatchewan's quality of life and economic well-being remains to be fully recognized. To sustain development initiatives and appropriate support for our arts, cultural industries, multiculturalism and heritage resources, Saskatchewan's cultural community should examine ways to improve public access and support, through education, awareness, participation and purchase. Distribution and marketing initiatives are essential to improve local, regional and interprovincial markets and to develop international export opportunities. Support for cultural sector efforts to reach out to all Saskatchewan communities, and Canadian and world markets, will be integral to the achievement of this objective.

### 4.2 INTEGRATED FUNDING SYSTEMS

There is strong support within the arts community for a single legislated arts agency, one that will integrate programs and services for both professional and amateur arts activity in Saskatchewan. This new single arts agency would be mandated to provide, within allocated funding levels, resources and services to facilitate professional development and cultural participation activities. Similar agencies have been suggested for multiculturalism and heritage, but further

*The total annual value of economic activity related to Saskatchewan's music industry is estimated to be \$87.5 million. Excluding radio stations and retail record stores leaves an activity level of \$22 million, most of which can be considered part of the indigenous provincial industry. A total of 2,870 jobs were created in this sector in 1993, contributing \$131 million to Saskatchewan's Gross Domestic Product.*

(Source: Saskatchewan's Music Industry - An Independent Consultant's Study, 1994)

discussion is required to determine the most cost-effective and useful method for funding delivery. If such integrated sectoral models are adopted, clients receiving funding should represent all those who contribute significantly to cultural development, and membership must be inclusive and broad-based to ensure balance.

At the same time, there appears to be support for the redefinition of the culture division at Sask Trust to reinvent itself as a cultural congress, an association of all provincial cultural groups, both professional and volunteer. Such a congress would enable broader representation and increased advocacy. This redefined cultural association would manage the funding of intersectoral initiatives.

Finally, where such opportunities are appropriate, it is hoped that the concept of multi-year planning by the cultural community can be examined as an option to ensure continued leverage of out-of-province and private sector investment.

### **4.3 RESPECT FOR SELF-DETERMINATION & AUTONOMY**

The autonomy of cultural organizations must continue to be considered vitally important to the future growth and development of Saskatchewan's cultural community. Both the single arts agency and the cultural congress should be structured to ensure leadership includes appropriate democratic representation, as well as government representation where essential to ensure accountability to the Saskatchewan public.

### **4.4 SUPPORT FOR ARTS & CULTURAL INDUSTRIES**

With the pressure of global competition evident throughout the province in television, radio, magazines, books, theatres, concert halls and the general marketplace, Saskatchewan's arts and cultural industries require wise private sector investment, progressive policy development, effective marketing and distribution, and professional development strategies to remain competitive and distinctive. While creating a single arts agency will enable improved support to the arts, there is also a necessity to develop a cultural industries business plan, a strategy to facilitate competitiveness, economic development, increased job creation, and the positioning of Saskatchewan as a content provider on the information highway.

## **4.5 EQUITABLE ACCESS TO LOTTERY FUNDING**

One of the primary sources of funding for cultural activity is through the Saskatchewan Lotteries Trust Fund. To receive operational funding, organizations must first meet specific eligibility criteria and be placed on a Minister's eligibility list. Currently, entitlement has often restricted access to recurring, historically funded Provincial Cultural Organizations delivering a number of province-wide programs.

New ways must be found to encourage equitable access for both established and emerging organizations. At the same time, new partnerships involving lottery funding, such as financing the single arts agency through monies from both general revenues and lottery dollars, can enable overall revenue diversification.

## **4.6 RESPONSIBILITY & ACCOUNTABILITY**

Cultural groups receiving public funds must continue to demonstrate accountability, not only in terms of dollars and program effectiveness, but also in terms of benefits to their members and the Saskatchewan public. Measurement of these benefits must also be established, with emphasis on regular evaluation of programs and services. Indeed, many participants in the consultation process have indicated concern with potential administrative costs for any future funding structure. Any change must ensure that benefits accrue to all Saskatchewan residents. Overlap and duplication of current and future services, as well as any additional bureaucratic or administrative costs associated with change, will not be perceived as benefits.

## **4.7 FACILITATING TRAINING & PROFESSIONAL DEVELOPMENT**

To remain competitive in an international marketplace, Saskatchewan artists and cultural workers require opportunities for training in creative development, distribution, marketing and management, as well as opportunities to develop skills in their own fields. Such training and professional development needs exist in all sectors, and the cultural sector seeks solutions that will maximize both employment opportunities and appropriate career development.

*In 1992, 348 heritage language teachers provided classes to 3,069 students in 26 languages for a total of 25,392 instructional hours (according to Saskatchewan Education statistics). At \$12.02 per hour, factoring in the preparation time required, the estimated economic value of this volunteer teaching is \$455,120.*

(Source: Saskatchewan Organization For Heritage Languages)

## 4.8 EMPOWERING A PROFESSIONAL WORKFORCE

Saskatchewan professional artists and cultural workers, those who attempt to earn all or part of their living at their art or craft, do not believe they are fully recognized as part of Saskatchewan's economy and labour force. The establishment of a Status of the Artist Interdepartmental Committee to develop a government framework for action will reflect government's commitment to facilitate resolution of important issues affecting Saskatchewan's working artists.

## 4.9 RENEWING COMMITMENTS TO MULTICULTURALISM

The first of its kind in North America, *The Saskatchewan Multicultural Act* of 1974, no longer drives multiculturalism policy and initiatives in the 1990s. The focus 20 years ago was on cultural retention, with government programs supporting grassroots organizations through workshop and skill development programs. Multiculturalism has expanded to include broad social issues beyond the scope of the 1974 Act, including racism, equitable access, immigrant settlement concerns, and the need to accept, respect and celebrate cultural diversity.

Saskatchewan must reassert its commitment to the multicultural character of the province, through updating legislation, and the development of more appropriate funding mechanisms. Within Saskatchewan, improved coordination will ensure better effectiveness as multiculturalism increasingly embraces a broad range of complex social and economic issues including race relations, intercultural understanding in the workplace, health care, English as a second language, immigration issues, languages, and equity issues. Many programs require a co-operative approach by all provincial departments and other government partners. Through such an approach, Saskatchewan will demonstrate support for multiculturalism as a unifying rather than a divisive force, thus contributing to the development of shared, core values concerning multiculturalism for all of Canada.

## 4.10 INTEGRATING NEW IMMIGRANTS

While recognizing the primary responsibility of the federal government for immigration, the Province will work in cooperation with all levels of government and service providers to enable new arrivals to Saskatchewan to integrate into Canadian society and the workforce, and assist children to enter the education system. This requires continued promotion of the underlying objectives and principles of immigrant settlement and multiculturalism.

## 4.11 EXPANDING OUR HERITAGE COMMUNITY

Building linkages outside the traditional heritage community is necessary to realize many goals in heritage preservation, goals which serve to define our unique identity. For example, tourism, education and the scientific community share interests in broad heritage concerns. The breadth of activities that are defined as heritage activities define the character of Saskatchewan both currently and historically, and this must be recognized.

## 4.12 RESPECTING FIRST NATIONS & METIS HERITAGE

Aboriginal groups are becoming more concerned about increasing their participation in owning, managing, and interpreting their own cultural heritage. Organizations representing arts, cultural industries and heritage interests must increasingly endeavour to involve people of aboriginal ancestry at all levels. Opportunities also need to be examined to facilitate the hiring and training of First Nations and Metis people in developing heritage expertise in areas that address their needs and interests. Wanuskewin Heritage Park is an excellent model.

## 4.13 EFFECTIVE CONSERVATION & HERITAGE RESOURCE MANAGEMENT

The importance of conservation and management of treasured heritage resources cannot be overstated. To adequately collect, research, preserve, interpret, display and promote Saskatchewan's natural and human history, our museums, galleries and archives require effective human and financial resources. Considerable progress has been made in areas such as conservation, standards development and information management. The emphasis must now focus on maintaining levels of service, while developing the expertise to manage collections and programs.

*For every \$1 invested in a heritage restoration project, the community receives \$8 in economic value through job salaries, the purchase of supplies and services, and visitor spending. This multiplier effect has a significant positive impact on local economies in terms of purchases and jobs created.*

(Source: Saskatchewan Ministry of Government, Heritage Branch)



# CURRENT AND PROPOSED SYSTEMS

## 5. CURRENT AND PROPOSED SYSTEMS

On behalf of the people of Saskatchewan, the Government's primary goals must be to sustain support and improve the overall quality of services, ensuring the nurturing of creative excellence and the development of markets for cultural products and services, protecting both our cultural and natural heritage, and providing leadership for multiculturalism and immigrant settlement policy. The current systems and support mechanisms should be therefore realigned to ensure that our shared values are sustained and adhered to. It is in the full light of history, current practice, recommendations for change, and the realities of the transition to the 21st century, that the Government of Saskatchewan offers specific proposals for new directions.

As mentioned in the opening chapter, these proposals are intended for discussion and refinement by consultations over the next six months, following which legislation and reorganization may proceed over the next few years, through the mutual efforts and will of both the elected representatives of the Saskatchewan people and the cultural community. The proposals respect that not all groups have resolved the detail of all changes, and the Government of Saskatchewan commits to ongoing cultural community and public consultation to ensure that new directions are founded in the best principles, and that subsequent actions provide best solutions for the benefit of all citizens.

For example, a new single arts agency is envisioned for the delivery of support to the arts, responsible for funding professional and amateur organizations, individuals, and activities. To implement such a new structure, over 18 existing Provincial Cultural Organizations working in the arts and funded by Sask Trust would unite with their professional colleagues currently funded by the Saskatchewan Arts Board to receive funding through the one agency.

In terms of implementation, a two-year transitional period would enable the shift from membership in the Saskatchewan Council of Cultural Organizations (SCCO) to the new sectoral structure. Either *The Arts Board Act* would be amended, or new legislation would be required, to mandate the single arts agency to maintain the appropriate equilibrium between professional and amateur, and to encourage the development of both professional activity and cultural participation. The new agency would be financed simultaneously through general revenues and the lottery funding system, merging the current funding budgets just as the community merges itself.

Similar structures have been suggested for the multiculturalism and heritage sectors, but they have yet to agree on the form and role of a sectoral model, and they will therefore take the next two years to determine the best course of action.

At the same time, there is a new version of the Saskatchewan Council of Cultural Organizations envisioned, to be named SaskCulture, which would represent the entire cultural sector and provide funding both on an interim basis throughout the transition period to new structures, and to intersectoral activities in the future.

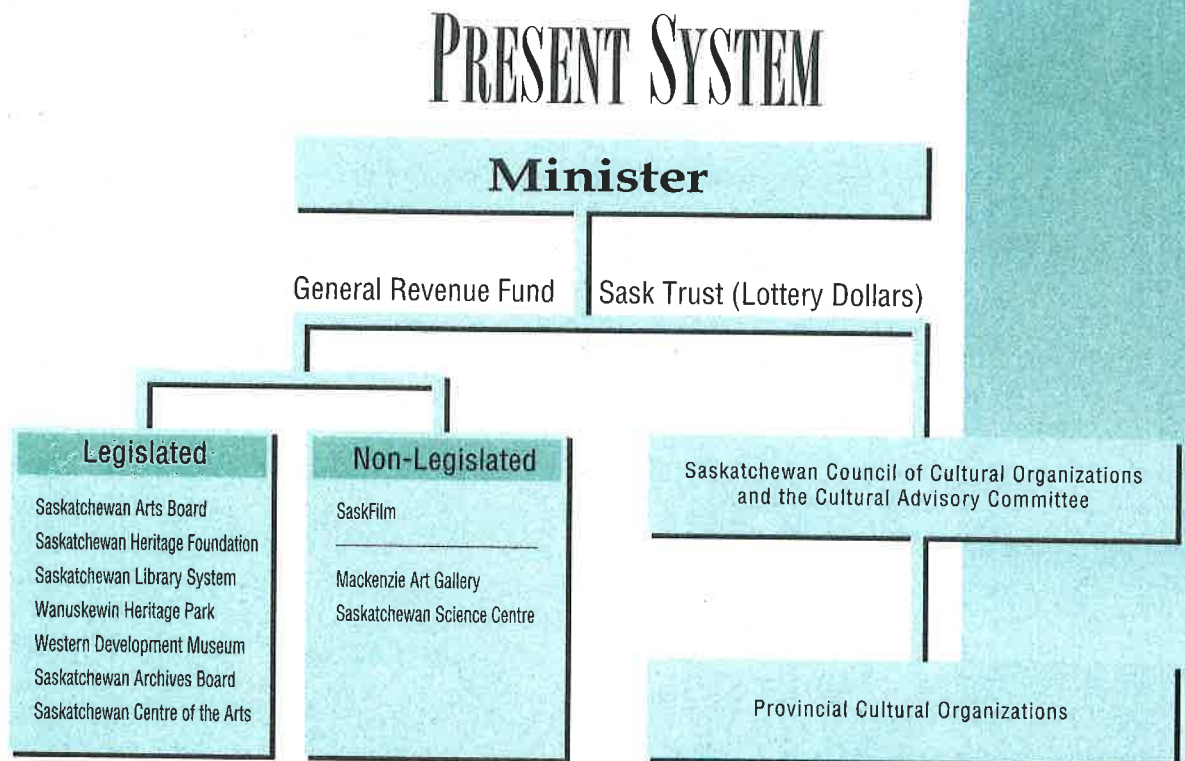
Simultaneously, the new SaskCulture would assume new responsibilities as a cultural congress, assisting government and the community in the development of policy directions and the provision of quality services.

The following sections outline the current system, and provide specifics regarding seven proposals which could be undertaken over the next three years, following detailed consultations with the cultural community and the Saskatchewan public.

## 5.1 THE CURRENT SYSTEM

It is useful to examine the characteristics of the current system of governance and funding, in order to clearly demonstrate the changes proposed:

The present system of delivering funding for cultural activity was developed over time beginning with *The Saskatchewan Archives Act* of 1945, *The Arts Board Act* of 1949, and *The Western Development Museums Act* of 1949, then adjusted to accommodate the development of multicultural and heritage provincial cultural organizations with the introduction of lottery based funding in 1974. This system has served the community well, investing in the development of professional and amateur activities at increasing rates throughout the past two decades. However, as this discussion paper has articulated, arts, cultural industries, multiculturalism and heritage now embrace much broader concepts. Simultaneously, dollars are diminishing, thus requiring adjustments to systems that sustain current activity while enabling investment in new activity. It has become increasingly clear that the present system and structures no longer serve the needs of this more complex and expanded cultural community. Cost-effectiveness, duplication of services, accountability and access are some of the issues to be addressed by a restructured system.



## 5.2 SEVEN PROPOSALS FOR CULTURAL DEVELOPMENT

In the context of RESPONDING TO THE COMMUNITY: Proposals for Cultural Development, the Government of Saskatchewan offers for consideration the following seven major structural and system changes. These proposals could be implemented within a three year period, after adequate consultation with all interested parties, and approval by the provincial Legislative Assembly on behalf of Saskatchewan people:

**Establish a single arts agency** mandated to serve the professional and volunteer/amateur arts communities, and to increase public access to the arts throughout Saskatchewan, through either amendments to *The Arts Board Act* or new legislation. Such revisions or legislation would clearly set out the mandate of the new agency, its governing principles and structures, and its accountability to the people of Saskatchewan.

**Establish a Status of the Artist Interdepartmental Committee** to develop a detailed government framework for action, dealing with cultural workers and celebrating their contribution to Saskatchewan society. Such a framework would seek to determine appropriate government policy relating to cultural workers and the labour force.

**Create a Cultural Industries Development Strategy** designed to develop a business plan for the book publishing, sound recording and film & video industries, as well as the commercial visual arts and crafts. The strategy would include domestic and international marketing objectives, including reference to current Jilin, China and Ukraine initiatives, as well as provide direction for a new Canada-Saskatchewan partnership agreement and new technology/information highway initiatives.

**Prepare, through public consultations, for the drafting of legislation for a new Multiculturalism Act** to replace the outdated 1974 legislation, broadening public understanding of multicultural issues and reinforcing the provincial motto: "From many peoples, strength".

**Establish an Interim Multiculturalism Committee** to examine the potential for consolidating multiculturalism, including funding, within one agency or structure.

**Establish an Interim Heritage Council** to examine the desire and potential for consolidating heritage funding within one agency or structure, and to develop a report which reviews the entire spectrum of heritage issues, to complement the work of previous arts and multiculturalism task forces.

**Establish SaskCulture as a cultural congress**, an association designed to represent all the cultural community, and to provide funding for intersectoral activities.

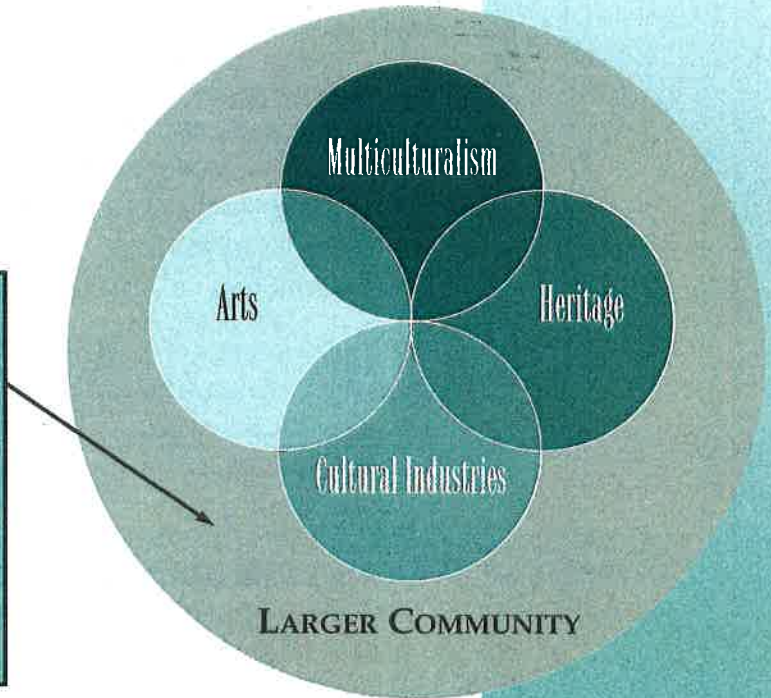
## 5.3 SASKCULTURE

The creation of SaskCulture is a key element in the evolution and coordination of initiatives and innovations in the cultural communities.

### SASKCULTURE

- INTERSECTORAL INITIATIVES
- CULTURAL CONGRESS
- STRATEGIC INITIATIVES PROGRAM

- Provincial Cultural Organizations
- Legislated Agencies
- Non-Legislated Agencies
- Government
- Urban & Rural Communities
- Artists, Cultural Professionals
- Academic Institutions
- Museums & Art Galleries
- Cultural Groups
- First Nations & Metis Peoples
- Official Language Minority Community
- Others



In essence, the current Saskatchewan Council of Cultural Organizations would be transformed into SaskCulture, a non-profit organization with a Board of Directors elected from its membership. The new membership would expand to include the full range of cultural organizations within the community at large, professional and amateur, salaried and volunteer, from all four sectors: arts, cultural industries, multiculturalism and heritage. A small administrative staff would focus on encouraging and funding intersectoral activities once responsibilities for direct sectoral funding have been transferred to separate agencies.

In partnership with government, SaskCulture would provide policy input on broad cultural issues and help plan the future of the cultural community. In this role, it would facilitate discussion and serve as advocate for the larger cultural community. SaskCulture would also act as a clearing house for information on government policy, programs and initiatives, and would facilitate communication between the four sectors and government.

Until the arts, cultural industries, multiculturalism and heritage sectors agree on new structures, and are transferred as clients receiving funding to new sectoral agencies, Sask Trust (through the elected Cultural Advisory Committee of the Saskatchewan Council of Cultural Organizations) would continue to provide global funding to those Provincial Cultural Organizations previously funded through the SCCO. SaskCulture would continue organizational support services, such as pension fund administration, until the new arrangements have been solidified.

SaskCulture would be accountable to Sask Trust as its source of operational funding. At the same time, it would represent the cultural community at the Sask Trust table, with the Saskatchewan Parks and Recreation Association (SPRA) and Sask Sport Inc. (SSI). SaskCulture would negotiate in partnership with Sask Trust and the sectoral funding agencies to provide funding on a negotiated percentage basis, subject to approval by the Minister responsible.

Government representatives appointed to the single agency boards would assure accountability to the people of Saskatchewan, along with annual reports to the Provincial Auditor.

## 5.4 THE FOUR SECTORS

Also key to the success of the proposals is the ability of the four sectors to develop and administer effective, equitable and objective systems for the allocation of funding to constituents, based on program accountability models. The arts, cultural industries, multiculturalism and heritage sectors would also be encouraged to develop planning activities that function according to a multi-year cycle, and to coordinate organizational development services to increase constituents' efficiency and cost-effectiveness.

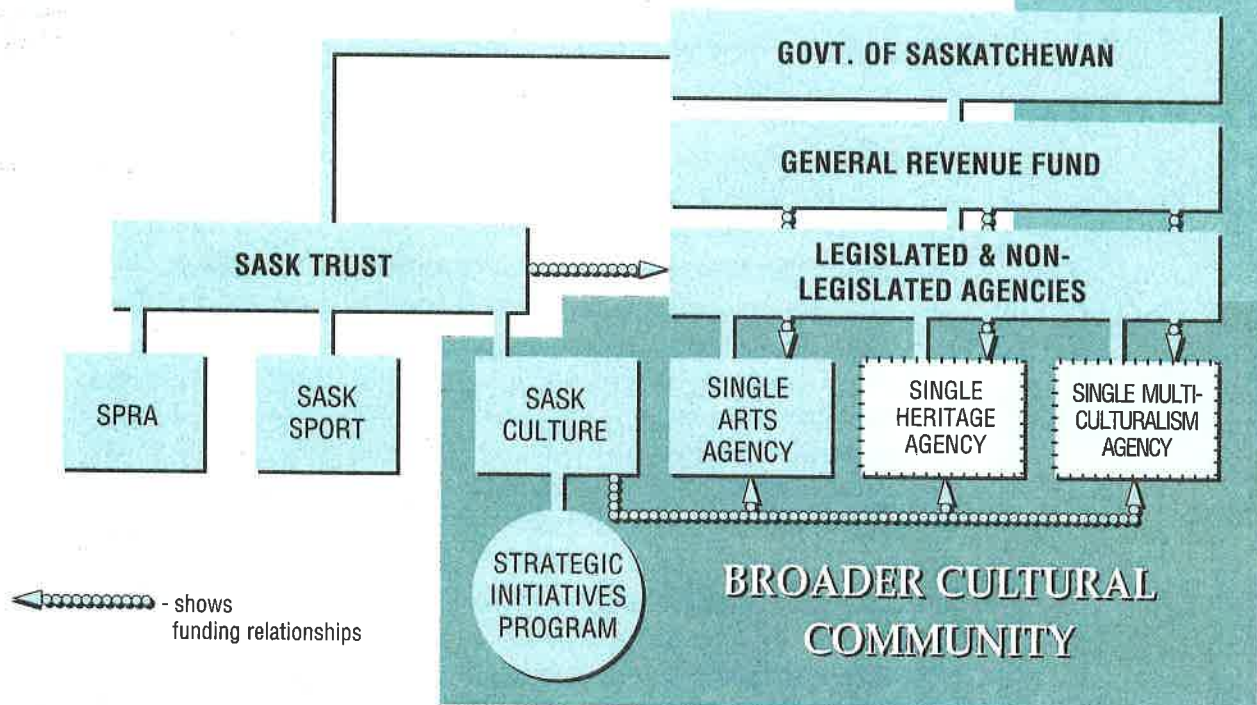
While developing internal policy of their own, sectors would contribute to broader cultural policy in consultation with SaskCulture and other sectors. As they do now, sectors would continue to advocate their constituents' concerns to their respective funding agencies, SaskCulture, the government and to the public. The sectoral agencies would also contribute sector-specific issues and recommendations for government policy, and recognize the priorities of government and communities through program initiatives, consultations and new linkages.

Sectors would facilitate effective inter- and intra-sectoral communications programs, and work toward the creation of intersectoral partnerships. Collaboration with SaskCulture and other sectors would increase efficiencies and effectiveness of administrative infrastructures. Activities would include intersectoral programming and the coordination of organizational development services.

## 5.5 INTEGRATED FUNDING

The multi-sectoral agency model, including the single arts agency, potential multi-culturalism and heritage agencies, and SaskCulture, does not significantly alter current funding patterns flowing from government. For example, the single arts agency would continue to receive funding from the general revenues of government, specifically those now directed to the Saskatchewan Arts Board. However, at the same time, through agreement with the single arts agency, Sask Trust, SaskCulture and the responsible Minister, lottery dollars would be transferred to the single arts agency. In this way, those funds currently in the system for both professional and volunteer arts activity would flow differently, but remain at appropriate levels of investment. SaskCulture would represent all cultural lottery dollars at the Sask Trust table, including those dollars intended for the new agencies and those it would directly administer for intersectoral activity.

# PROPOSED FUNDING TO CULTURAL COMMUNITY



Note: Funding will be determined on a percentage basis by agreement with the Minister of Municipal Government.



# COMMUNITY AND GOVERNMENT

## 6. COMMUNITY & GOVERNMENT

In order to enhance and sustain Saskatchewan's cultural identity, government also has a long-standing history of programs, grants and services enabling cultural organizations throughout the province. In recent years, however, government has empowered the cultural sector to deliver programs, grants and services, retaining responsibility for overall financial support mechanisms and policy development.

The mandate for culture is vested in the Culture and Recreation Division of the Department of Municipal Government, under the authority of the Minister responsible. The Division effects funding for the cultural sector, develops provincial policy and legislation, brokers interdepartmental and intergovernmental partnerships and communications, and conducts statistical research.

The Arts, Cultural Industries and Multiculturalism Branch within the Culture and Recreation Division directly administers an Immigrant Settlement Program, and provides funding to the arts and cultural industries through federal-provincial agreements and a variety of legislated and non-legislated agencies, including, for example, the Saskatchewan Arts Board and SaskFILM.

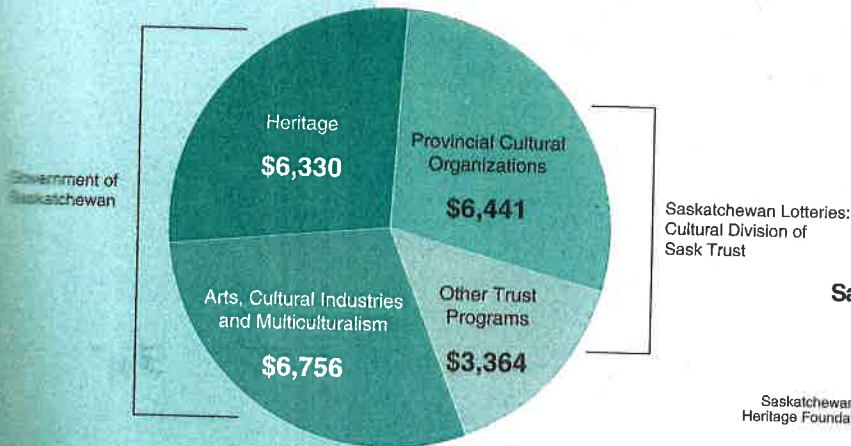
The Heritage Branch within the Culture and Recreation Division of Saskatchewan Municipal Government is responsible for administering provincial legislation, policy and regulatory administration under *The Heritage Property Act*. The Heritage Branch also operates the Royal Saskatchewan Museum and Government House Historic Property in Regina. In addition, the Minister of Saskatchewan Municipal Government is responsible for *The Saskatchewan Heritage Foundation Act*, *The Western Development Museum Act* and *The Saskatchewan Archives Act*.

The Culture and Recreation Division also includes responsibility for Provincial Libraries, and the Sport and Recreation Branch, however, these are not the focus of the present discussions.

## 6.1 CURRENT FUNDING FOR CULTURE

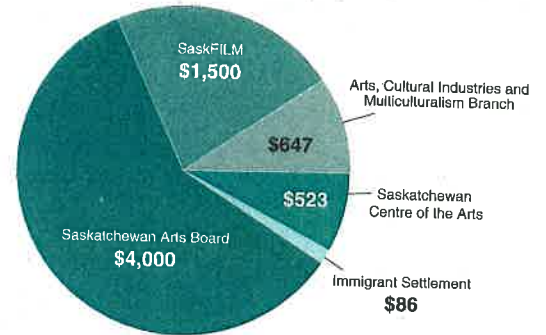
A variety of support mechanisms are in place for culture in Saskatchewan, which provide funding for the cultural sector.

### FUNDING FOR CULTURE IN SASKATCHEWAN – 1993-94 (\$,000's)

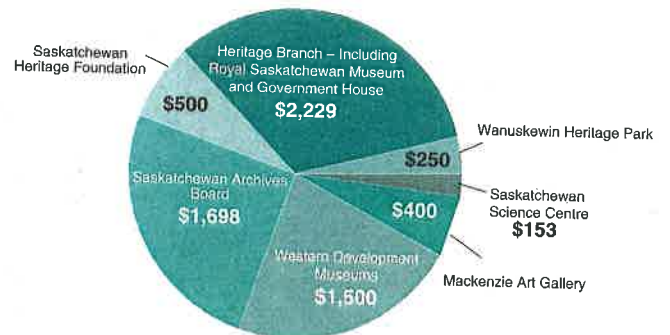


Source: Government of Saskatchewan Public Accounts and SCCO  
 Note: Saskatchewan Municipal Government also includes funding for Libraries (\$7,692) and Sport & Recreation (\$1,065)

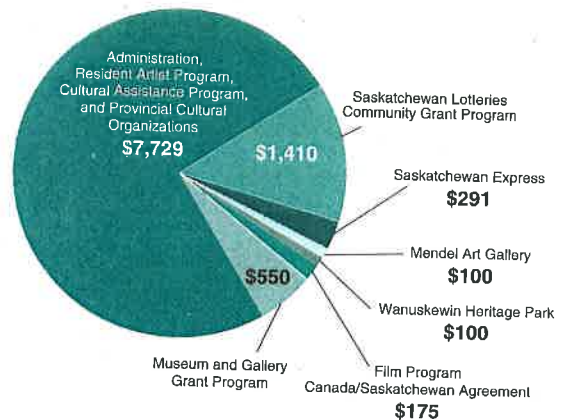
#### Saskatchewan Municipal Government Arts, Cultural Industries and Multiculturalism



#### Saskatchewan Municipal Government Heritage



#### Saskatchewan Lotteries



## 6.2 GENERAL REVENUE FUNDING

A number of legislated agencies and contracted services receive direct financial support from the Government of Saskatchewan through its General Revenue Fund. These include:

- Saskatchewan Arts Board
- Saskatchewan Centre of the Arts
- SaskFILM
- Mackenzie Art Galley
- Saskatchewan Heritage Foundation
- Saskatchewan Library System
- Western Development Museums
- Wanuskewin Heritage Park
- Saskatchewan Archives Board
- Saskatchewan Science Centre

In 1993-94, the Government of Saskatchewan invested \$13.0 million dollars through its funding allocation to culture, or \$13 per year per Saskatchewan citizen, plus another \$7.6 million dollars in libraries, for a total general revenue fund contribution to culture of \$20.6 million.

## 6.3 LOTTERY FUNDING

In addition to general revenues, the Government of Saskatchewan also designates lottery funding to support cultural activities and initiatives throughout the province. The *Criminal Code of Canada* and *The Interprovincial Lotteries Act, 1984*, enable the government to operate a lottery system. These lotteries are conducted and managed on behalf of the province by the Western Canadian Lottery Corporation under an agreement between the three prairies provinces and the Corporation. The net lottery profits are credited to a trust account (Saskatchewan Lotteries Trust Fund for Sport, Culture and Recreation) and their distribution is governed by a separate arrangement between the Province and Sask Sport Inc., the provincial marketing organization. These funds, in turn, are divided between three umbrella groups for sport, culture and recreation. The Cultural Division of Sask Trust, administered by the Saskatchewan Council of Cultural Organizations (SCCO), working with the elected Cultural Advisory Committee, distributes culture's share of lottery funds to eligible organizations. The Minister determines eligibility based on recommendations.

In 1993-94, through the lottery system, thirty-two provincial cultural organizations and other related heritage programs received a total of \$9.8 million from Sask Trust. Lottery funding accounted for 32.2 percent of the total government contribution to culture, compared to 67.8 percent received through the general revenue fund.

## 6.4 POTENTIAL DIVERSIFICATION OF FUNDING

Through its participation on the Interprovincial Council of Cultural Directors and the Interprovincial Heritage Advisory Committee, the Department of Municipal Government is examining the feasibility of measures in support of cultural economic development. This research is being conducted cautiously and carefully, particularly in a period of fiscal restraint and overall government restructuring. Saskatchewan continues to participate in seeking new solutions and alternatives as part of its commitment to support the cultural sector.

## 6.5 PARTNERSHIPS

Partnership activities and agreements are particularly significant in achieving the leverage of additional support for cultural activity in Saskatchewan, ensuring that our cultural community is strategically positioned to maximize access to and advantages from all initiatives. This includes not only working closely with cultural agencies and organizations throughout Saskatchewan, but also encouraging partnerships with other jurisdictions.

**INTERDEPARTMENTAL COOPERATION:** The Culture and Recreation Division of Saskatchewan Municipal Government provides leadership for the development of and access to cultural products and services. However, it does so within a provincial government environment that encourages partnerships with other departments such as Saskatchewan Education, Training and Employment, Saskatchewan Finance, and Saskatchewan Economic Development. The potential for business partnerships, and the contribution of arts, cultural industries, multi-culturalism and heritage to economic and social development, including job creation, are also critically important.

**INTERPROVINCIAL COLLABORATION:** Saskatchewan works with its other Canadian provinces through opportunities and mechanisms such as the Interprovincial Council of Cultural Directors and the Interprovincial Heritage Advisory Council, seeking partnerships and solutions to common challenges. The need to address mutual financing and cultural support issues which cross provincial borders,

to enable maximum distribution of cultural products and services, and to ensure equal access for all Canadians to the indigenous creativity of each province, are all facilitated through collaboration among provinces.

**FEDERAL-PROVINCIAL PARTNERSHIPS:** Saskatchewan also partners with the Government of Canada, most specifically the Departments of Canadian Heritage, Citizenship and Immigration, Foreign Affairs, Industry Canada, Human Resources Development and Western Economic Diversification. While ensuring the province receives its fair share of resources, Saskatchewan is also contributing fully to the development of Canadian cultural products and services for both the domestic and international marketplaces.

**MUNICIPAL GOVERNMENT PARTNERSHIPS:** Civic authorities encourage and support all forms of cultural expression. In 1991-92 for example, Statistics Canada noted that Saskatchewan municipalities spent almost \$49 million on arts and culture, including expenditures on libraries. Many local governments form municipal heritage advisory committees, arts commissions, race relations committees and other bodies with specific cultural mandates. Municipal governments also support community museums and art galleries. The Saskatchewan Government, particularly through the Department of Municipal Government, encourages and seeks partnerships with Saskatchewan municipalities to provide support for arts, cultural industries, multiculturalism and heritage activities which enhance provincial quality of life.

# CONCLUSION

## 7. CONCLUSION

In developing RESPONDING TO THE COMMUNITY: Proposals for Cultural Development, the Government of Saskatchewan recognizes the future potential for development within the arts, cultural industries, multicultural and heritage communities. This document constitutes a proposed plan of action, with guidelines intended to ensure full community participation and maximum benefits to the public of Saskatchewan as a result of change. Over the next several months, consultations will be conducted with the cultural community, and with the general public, to determine the level of support for the proposals, and to begin to develop specific details for the implementation of those for which public support clearly exists.

Once the consultation period is complete, work will proceed with implementation of those proposals which are endorsed, including the preparation of potential legislative changes, and the establishment of various interim committees and procedures.

This process will be governed by the following important principles and guidelines.

### 7.1 PRINCIPLES

The Government of Saskatchewan commits itself to providing support and sustenance to the arts, cultural industries, multiculturalism and heritage sectors through adherence to a basic set of principles that inform its operations, and the partnerships it develops with the community:

**COOPERATION:** Government organizations and Saskatchewan cultural communities must work together to make the best possible use of limited resources.

**LEADERSHIP:** Provincial government leadership is essential in developing cultural policy for Saskatchewan and in ensuring that government resources are used for the greatest good in supporting cultural activity at all levels of interest and endeavour - for the benefit of all citizens.

**COST-EFFECTIVENESS:** Public funding from both tax-based and lottery sources must benefit all Saskatchewan people. Any changes must recognize the importance of pressing social and economic issues and the need to maximize benefits.

**ACCOUNTABILITY:** The process of discussing, approving and implementing initiatives and proposed changes to support systems for cultural development will be public and open. Accountability to the people of Saskatchewan will be of primary concern.



**ECONOMIC BENEFIT & SUSTAINABILITY:** Development of the arts, cultural industries, multiculturalism and heritage provides opportunity, profit and jobs for Saskatchewan. Culture is a major contributor to the provincial economy and will continue to be a key growth area in the years to come.

**SOCIAL JUSTICE:** Social issues such as racism, discrimination and prejudice have an impact on the cultural community and must be considered in the change process. In addition, cultural organizations and programs must work to overcome systemic barriers which prevent or discourage access.

**ACCESS, EQUITY & FAIRNESS:** All individuals and organizations wishing to participate in cultural activities have a right to fair, equitable and open access to programs and services funded with public dollars. Organizational structures, systems and processes must emphasize inclusiveness to ensure maximum participation and benefits for Saskatchewan people.

## 7.2 GUIDELINES FOR PROPOSED CHANGE

While working to adapt the provision of monies and services to the cultural community, and in recognition of the potential for cultural products and services in the 21st century, RESPONDING TO THE COMMUNITY: Proposals for Cultural Development recognizes the following guidelines as essential during the change process:

**PROVIDE LEADERSHIP THROUGH POLICY:** Affirm a strong government commitment to culture, assert a leadership role for government, and ensure a balance between community consultation and leadership in developing cultural policy.

**ENCOURAGE EMPOWERMENT:** Encourage self-determination within the cultural community, while recognizing the need for integration of groups that share similar interests.

**PROMOTE EFFECTIVENESS:** Respond to issues and problems with solutions which are cost-effective and encourage the sharing of resources to increase efficiency and effectiveness within the cultural delivery system.

**SUSTAIN COOPERATION:** Create a system which enables the coordination of the needs and interests of the cultural community with government's objectives for social and economic renewal.

**INTEGRATE FUNDING:** Integrate the general revenues and lotteries funding base to the cultural community through enhanced use of currently available mechanisms, and increased partnerships with other governments, the private sector and the general public.

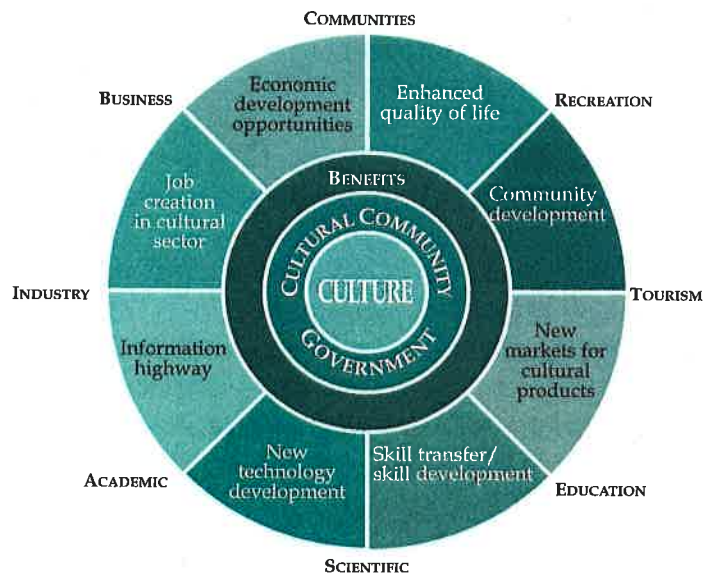
**ACCESS LOTTERY FUNDS:** Ensure equitable access to lottery funds by the widest possible range of cultural organizations, individuals and communities.

**ENSURE ACCOUNTABILITY:** Ensure that all recipients of general revenues and lottery proceeds are accountable to government and, most importantly, the Saskatchewan public.

**BENEFIT ALL SASKATCHEWAN CITIZENS:** Enable and emphasize benefits for all Saskatchewan citizens based on the principles of access, equity and fairness.

The cumulative effect of the Government of Saskatchewan proposals will be a series of links with other sectors, to provide benefits for all. Economic development opportunities, job creation in the cultural sector, entry on the information highway, access to new technology developments, skill transfer and development, new markets for cultural products, and ongoing community development will all result from these links, yielding overall an enhanced quality of life for Saskatchewan.

## AN INTEGRATED PLAN FOR CULTURE: LINKS WITH OTHER SECTORS PROVIDE BENEFITS FOR ALL



*After years of extensive study, the cultural community and the Government of Saskatchewan are prepared to move forward on a number of challenges. It is now up to the people of this province to express their will with regard to their cultural future. Saskatchewan's Government looks forward, over the coming months, to the challenge of effecting change for the benefit of Saskatchewan people, change that will prepare our cultural sector for the 21st century.*



Photograph courtesy of Susan Whitney Gallery, Regina.

*Summer Renovation*  
by Saskatchewan artist  
David Thauberger.  
Acrylic/canvas, 1991.

# APPENDICES

## **APPENDIX I: COMPLETED STUDIES & TASK FORCES**

- Task Force on Multiculturalism: Multiculturalism in Saskatchewan (1989)
- Saskatchewan Government Response to the Task Force Report: Building Our Multicultural Future Together (1990)
- A Museums Policy for Saskatchewan (1990)
- Saskatchewan Arts Strategy Task Force Report: Focus on the Future (1990)
- Heritage 2000: A Strategy for the Management of Development of Saskatchewan's Heritage Resources (1990)
- Ad Hoc Cultural Restructuring Committee Report: Cultural Renaissance: Building a Community (1993)
- The Arts Strategy Implementation Management Committee Report (1993)
- The Minister's Advisory Committee Report on Status of the Artist (1993)
- The Book Publishing Policy Committee Report (1993)
- The Film and Video Industry Strategy Report (1993)
- The Recommendations of the Minister's Advisory Committee on Multicultural Legislation (1993)

## **APPENDIX II: OTHER SOURCES CONSULTED**

- Saskatchewan's Cultural Industries: New Opportunities & New Media (Government of Saskatchewan) 1991
- Canadian Arts Consumer Profile (Decima Research) 1992
- Partnership for Renewal: A Strategy for the Saskatchewan Economy (Government of Saskatchewan) 1992
- Report of the SCCO Restructuring Committee, 1992
- The Lottery Strategic Review Committee Report, 1993
- Preliminary Costing Analysis of the Final Report of the Ad Hoc Cultural Restructuring Committee (Peat Marwick Thorne) 1993
- Saskatchewan Film & Video Industry (Government of Saskatchewan) 1994
- Economic Impact of the Arts and Culture Sector: Saskatchewan, 1991-92 (Statistics Canada, Education, Culture and Tourism Division) 1994
- Economic Impact Assessment of Lottery Funded Cultural Expenditures in Saskatchewan (KPMG Management Consultants Report) 1994
- Brief submitted to Cabinet, l'Association culturelle franco-canadienne de la Saskatchewan, 1994

## APPENDIX III: INTERESTING FACTS AND FIGURES

Saskatchewan's Arts and Cultural Industries sectors (including performing arts companies, book publishers, broadcasting, libraries, museums, theatres and fine arts teachers) make up a \$392 million industry . . . employing 5,000 people.

*(Source: Statistics Canada: Economic Impact of the Arts & Culture Sector 1991-92)*

In 1991/92, 27 operational clients shared a total of \$2,021,950 in funding from the Saskatchewan Arts Board . Those same clients reported self-generated revenues of \$2,801,948 and total revenues of \$12,168,776 that year.

*(Source: Saskatchewan Arts Board)*

1990/91 statistics indicate that 34% of Saskatchewan's citizens attended traditional arts events during the previous six months, while 57% attended popular arts events. Roughly one third of all Canadians visited a museum, while just over one quarter visited a public gallery. We must remember to calculate the benefits of action in the cultural sector as affecting not only the professional and volunteer practitioners, but also the hundreds of thousands who make up Saskatchewan's cultural sector audience.

*(Source: Canadian Arts Consumer Profile, 1992)*

Saskatchewan's vigorous cultural climate has produced:

- Six of the last 12 winners of the Governor General's Medal For Literature,
- Three recipients of the Order of Canada,
- Winners of . . .
  - the George Faber Memorial Award of Britain for literature
  - the Commonwealth Caribbean Prize for literature
  - the Drue Heinze Memorial Award for American Fiction
  - the Japanese Grand Prize in Ceramics Design
  - the San Francisco International Film Festival Gold Award for Television Pilot
  - the Houston Film Festival Silver Medal
  - the Gemini Award for Best Children's Drama in Television
  - many Honorary Doctorates.

International recognition for artistic excellence, ingenuity and entertainment value is the result of hard work, perseverance and skill.

## Saskatchewan Arts Board Major Clients 1994

AKA Gallery	Organization of Saskatchewan Arts Councils
Blackflash/PG Press	Persephone Theatre
CARFAC Sask	Prairie Opera
Circle Vision Arts Corporation	Regina Symphony Orchestra
Coteau Books	Rosemont Art Gallery
Dunlop Art Gallery	Sage Hill Writing Experience
Estevan Exhibition Centre	Saskatchewan Arts Alliance
Fifth House Publishers	Saskatchewan Craft Council
Globe Theatre	Saskatchewan Film Board
La Troupe du Jour Inc.	Saskatchewan Writers Guild
Little Gallery Inc.	Saskatoon Jazz Society
Mackenzie Art Gallery	Saskatoon Symphony Orchestra
Mendel Art Gallery	Station Arts Centre
Moose Jaw Art Museum	Swift Current National Exhibition Centre
Neutral Ground	The Photographers Gallery
New Dance Horizons	Thistledown Press
NeWest Review	Twenty-Fifth Street Theatre
Nightcap Productions	Video Verite Artists Centre
Opera Saskatchewan	

Plus an average of 500 individual artists apply to the Board each year for individual project support.

*(Source: The Saskatchewan Arts Board)*

By 1994, [the film and video industry] had grown to \$8.3 million of economic activity and 177 person years of employment. The indirect addition to this was \$9.2 million and 120 person years; the induced addition was \$15.8 million and 102 person years of employment. The current year total is estimated at \$33.3 million of economic activity and 399 person years of employment.

*(Source: Northwest Research & Consulting, 1994)*

The province's [film and video industry] ranks fifth in the country, ahead of Nova Scotia (\$4.7 million) and Manitoba (\$3.3 million), but behind Alberta (\$12.5 million), B.C. (\$94.6 million), Quebec (186 million) and Ontario (\$272 million).

*(Source: Northwest Research & Consulting, 1994)*

In 1991/92, total revenues for the book publishing trade amounted to just over \$3 million dollars.

*(Source: Canadian Centre for Studies in Publishing, 1993)*



Approximately 200 projects in 120 communities around the province have received support from the Saskatchewan Heritage Foundation grant assistance programs. A total of more than \$1.3 million has been allocated to deserving applicants since 1991.

*(Source: Saskatchewan Heritage Foundation)*

Saskatchewan Heritage Foundation support serves to preserve historic landmarks, fostering community pride and co-operation. This funding also serves as a catalyst in developing attractions in areas previously lacking a viable tourism component . . . with positive implications for the provincial economy.

*(Source: Saskatchewan Heritage Foundation)*

Lottery funds administered by the SCCO lever additional expenditures by Provincial Cultural Organizations (PCOs), partnership groups, volunteers and communities. In 1991-92, for example, SCCO expenditures generated:

- 349 person years of employment;
- Gross output of almost \$24 million;
- A GDP impact of \$7.6 million; and
- Labour income of more than \$5 million

This activity triggers over 1000 person years of employment based on PCO expenditures and matching expenditures of stakeholder groups. Each additional dollar of income obtained from lottery expenditures in growing centres outside Regina and Saskatoon stimulates 30 to 50 cents in additional personal income. Similarly, every 10 jobs generated through expenditures on programming and support services at the community level supports an additional three jobs in the area around the community.

*(\*Source: KPMG Management Consultants Report, January, 1994)*

## Lottery Funding To Provincial Cultural Organizations

Canadian Artists Representation/Le Front Des Artistes Canadiens	Saskatchewan Genealogical Society
Commission Culturelle Fransaskoise Inc.	Saskatchewan German Council Inc.
Dance Saskatchewan Inc.	Saskatchewan History and Folklore Society Inc.
Hostelling International - Saskatchewan	Saskatchewan Library Association
Circle Vision Arts Corporation	Saskatchewan Motion Picture Association
Multicultural Council of Saskatchewan	Saskatchewan Music Educators Association
Museums Association of Saskatchewan	Saskatchewan Music Festival Association Inc.
Organization of Saskatchewan Arts Councils	Nature Saskatchewan
Saskatchewan Archaeological Society	Saskatchewan Organization for Heritage Languages Inc.
Saskatchewan Architectural Heritage Society Inc.	Saskatchewan Publishers Group
Saskatchewan Band Association Inc.	Saskatchewan Society for Education Through Art
Saskatchewan Choral Federation Inc.	Saskatchewan Writers Guild
Saskatchewan Community Theatre Inc.	Ukrainian Canadian Congress - Saskatchewan Provincial Council
Saskatchewan Craft Council	Saskatchewan Recording Industry Association
Saskatchewan Cultural Exchange Society Inc.	Saskatchewan Orchestral Association.
Saskatchewan Drama Association	
Saskatchewan Elocution and Debate Association	

Through agreements with the Minister of Municipal Government, lottery funds are also available for other cultural institutions, organizations and programs. These include the Mendel Art Gallery and Saskatchewan Express, as well as the Tribal Council Grant Program, the Museum and Galleries Grant Program and the Saskatchewan Lotteries Community Grant Program.

*(Source: The Saskatchewan Council of Cultural Organizations)*

## DID YOU KNOW?

\$1 million spent by SaskFILM attracts an additional \$8 million — most from agencies outside the province.

There are four fully professional theatre companies operating in Saskatchewan: Globe Theatre, Twenty-Fifth Street Theatre, Persephone Theatre, Nightcap Productions.

The Twenty-Fifth Street Theatre's Fringe on Broadway Festival has a \$2 million impact on Saskatoon generated by 50,000 visitors.

Two major semi-professional symphonies perform annual subscription series concerts for patrons in Saskatoon and Regina and two professional children's festivals are also hosted by the two major cities.

The Saskatchewan Motion Picture Association reports \$8 million in annual production by Saskatchewan's film and video sector. According to Statistics Canada, that creates a \$13.2 million impact on the provincial economy. Of total expenditures, \$6.3 million is spent directly in Saskatchewan.

There are 26 film and video production companies in Saskatchewan.

A dozen publishing companies in Saskatchewan produce almost \$3 million in annual domestic and export sales.

Saskatchewan may have the highest per capita number of writers in Canada. The Saskatchewan Writers Guild membership includes well over 700 professional and amateur writers.

**For more information or additional copies, please contact:**

**Saskatchewan Municipal Government**  
Arts, Cultural Industries  
& Multiculturalism Branch  
Phone: (306) 787-4823

OR

Heritage Branch  
Phone: (306) 787-2817

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