Our Way Forward:
Manitoba’s Culture Policy and Action Plan

MARCH 2019
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Culture Action Plan

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Minister’s Message

There is a lot to love about Manitoba. But few things are more important to us than our culture. Our province enjoys a rich, diverse history, and our population is a fascinating blend of people from Indigenous, Francophone, pioneer, and newer immigrant backgrounds. Our cultural beliefs, traditions, values and resources are at the heart of our vibrant province, and they are a key to our well-being, prosperity and quality of life.

As we approach our province’s 150th anniversary, it is an appropriate time to reflect on the role that culture plays in our everyday lives, and more importantly, to begin to shape its future. This is an opportunity to build our cultural capacity, to create and enhance essential partnerships and collaborations, and to promote and improve our dazzling array of cultural and heritage resources.

In 2017, we conducted consultations across Manitoba, seeking out the opinions of cultural stakeholders and organizations, business leaders and individual Manitobans. We heard many creative, thought-provoking ideas about how to celebrate and build on our cultural success.

As Manitoba’s Minister of Sport, Culture and Heritage, it is my great pleasure to present Our Way Forward – Manitoba’s Culture Policy and Action Plan. Based on the wealth of input we received, this plan expresses the government’s priorities as well as Manitoban’s priorities for the cultural sector, and builds on the cultural traditions of our province.

Over the next five to 10 years, we will use this action plan to help guide our decision-making process as it relates to our cultural and creative industries.

Our government looks forward to working together with you, side-by-side, to achieve our common goals. Through teamwork, partnership and dialogue, we will create a dynamic environment where artists, cultural entrepreneurs and the cultural industries can flourish. We will celebrate our local history and rich heritage. We will reach out to the rest of Canada and the world to let them know about our festivals, our archives, our museums and historic sites, our collections and architecture.

Our thanks to the many Manitobans who took the time to offer their views on the role of government in supporting culture. We appreciate your input about what we are doing well and what we can do better. With this insight, we will ensure our finite resources are invested where they will build and sustain our exciting, thriving culture, and help our province reach its full potential.

Your contribution and ongoing partnership make a difference.

Sincerely,
Honourable Cathy Cox
Minister of Sport, Culture and Heritage
What Culture Means to Manitobans

Culture means many things to Manitobans who consider it an integral part of our everyday lives, values, and communities. Culture is the arts, music, books, poetry, theatre, film, museums and festivals. It is our architecture, our libraries and archives, our cuisine and our fashion. Our culture distinguishes us from other parts of the world, making us unique.

Manitobans believe that culture improves our minds, our health and our future. It also brings us joy and contentment, and cultural engagement contributes to our individual and community well-being. It is a public good and our investments in it also plays a critical role in supporting healthy communities and engaged citizens.

We are fortunate to have an abundance of arts, heritage, library, archival and creative industry activities and organizations that enrich our lives and our communities. As a government, we currently invest just over $59 million (2017/18 fiscal year) through grants, contributions and tax credits, in our immensely talented world-renowned professional arts and culture organizations, our burgeoning cultural industries, our public libraries, our community-based organizations and in our artists and cultural entrepreneurs.
Culture is our shared history, language, traditions, beliefs and customs. We are fortunate to live in a province steeped in history and culture, and we take great pride in our heritage. We celebrate the rich contributions of Manitoba’s first peoples – First Nations, Inuit and Métis. And we celebrate our pioneer and Francophone populations, whose ancestors were among Manitoba’s first settlers. All of these cultures are essential pieces of our province and our nation.

Manitoba is a cultural mosaic. We welcome people from all over the world, who have chosen to make Manitoba their adopted home. We have nearly 150 languages spoken here, including seven distinct Indigenous languages, and each year, over 15,000 immigrants arrive in Manitoba, bringing new traditions, knowledge and customs, and enhancing our cultural diversity.

Culture is an economic driver in our province. In 2016, it accounted for $1.6 billion, or 2.7 per cent of Manitoba’s total GDP. It also provided direct employment for 22,500 Manitobans, or 3.4 per cent of Manitoba’s workforce (Statistics Canada).

As important as the economic impacts of culture are for our communities, Manitobans overwhelmingly regard culture as something much more – it is a source of pride and belonging. It is a means for Manitobans to preserve and share their stories and treasured artifacts with the world. It is a path to greater understanding, a better education and a more accountable society.

Governments play a key role in supporting and developing culture. So, too, do the people of Manitoba, whose energy, inspiration and commitment are essential to helping our province achieve its full cultural and economic potential.
The Cultural Planning Process

In May 2016, the Manitoba government launched a cultural funding model and policy review, to identify how best the cultural sector and provincial government could work together to ensure ongoing development and sustainability in a challenging fiscal environment. Government created an advisory committee of cultural leaders to provide their input on the design of the review.

A five-month community consultation followed, inviting the public to Imagine Creative Manitoba, beginning in March of 2017. Between March and August, the Minister hosted 15 community roundtable discussions across the province, with more than 200 cultural stakeholders, business leaders and other organizations participating. There was at least one roundtable in every region of the province, including one northern teleconference. There were two meetings for Indigenous participants, two meetings conducted in French, and one meeting specifically for participants from the business and philanthropic sector.

The roundtable discussions focused on various themes including the community arts, professional arts and major performing arts groups, as well as our heritage, archives and cultural industries. In addition to the roundtable discussions, we also received hundreds of comments and papers, through both the website and by direct submission.
What We *Heard*

The community consultations invited Manitobans to provide their views on culture.

Manitobans offered their thoughts and ideas on the role of government in supporting culture, and they let us know what we are doing well and what we can do better. They talked to us about what was most important to them, their aspirations for sharing and enjoying culture in their communities, and their entrepreneurial ambitions for cultural industries, both within and beyond our province.

We learned that Manitobans have great pride in our cultural community and its champions and that they want affordable, high quality, and accessible cultural infrastructure across the province. Manitobans want to preserve and celebrate our Indigenous, Francophone and multi-ethnic cultures, and reconnect with language and traditional practices. They also want to preserve and celebrate the local heritage of communities across the province. Finally, it was important to Manitobans that there is access to cultural activity for all.

Manitobans see an opportunity for a strengthened partnership between the culture sectors and Travel Manitoba, and an opportunity for more planning and marketing related to cultural tourism, especially in rural and northern communities.

Manitobans recognize the value of arts education in public schools and the need to increase those services. They see a need and an opportunity for greater partnerships between the education system and the cultural sector. They recognize the essential role that public investment has in preserving and enhancing our province’s cultural sector and they expressed the need for increased investment in nearly every area of culture.

Though there was great optimism, some concerns were raised.

The participants expressed concerns about the future of Manitoba’s cultural resources, the strain of over reliance on our cultural champions, and the threats to the livelihood of creators and cultural workers.

They’re concerned about the challenges facing the cultural workforce and the difficulties in recruiting, training and retaining volunteers, who are integral to the governance and operations of cultural organizations.

**The Province has a key role to drive sustainability in the creative sector by**

- Supporting education and training to help artists develop careers in Manitoba
- Investing in made-in-Manitoba creative products
- Supporting market access, development and export marketing activity
- Providing support for both the large arts organizations and new and emerging arts
- Protecting historic resources by supporting the organizations that maintain them
- Enhancing the role of libraries as community cultural connectors
Addressing the Challenges

This is a time of significant change in Manitoba. Our population is growing at a pace markedly higher than the national average and we are dealing with the challenges of ever-changing technology. At the same time, we are facing budget and resource constraints amid increasing demands for service.

This rapid pace of change touches every aspect of modern life, and it has a profound impact on the culture sector. Cultural preservation, education, creation, production, distribution, consumption and public engagement are ever-evolving, demanding new strategies to ensure sustainability and growth.

We need to adapt. We need new tools. We need to find the best ways to support culture in Manitoba given the current fiscal climate and demographic trends. We need to modernize and streamline the supports we provide, to better address the challenges identified in our community consultation and reduce red tape in our efforts to sustain and strengthen the culture sector.

We need to partner with our creative sectors to ensure they are able to remain focused on their consumers, to support them as they develop and strengthen their economic partnerships, and to encourage and enhance sustainable business practices.

Together with many dedicated individuals, organizations and partners, our government is working hard to ensure we meet these challenges.
Our Way Forward: Vision and Principles

Vision

Our vision is to build a province where all Manitobans have rich opportunities to express ourselves creatively, explore and understand our history, celebrate together in communities and access a wide array of powerful arts and cultural experiences. To be a province where culture is valued, recognized and supported for its contribution to individual, social and economic vitality.

Guiding Principles

The following principles will help guide our actions.

Contribution to the economy

Culture is an important economic driver, employing tens of thousands of people across a wide variety of creative and cultural sub-sectors. Its contribution to the province’s GDP is larger than it has ever been and it is one of our fastest growing industrial sectors. Manitoba’s cultural policy is designed to support an effective business environment in which creative and cultural industries can prosper. Our policy also recognizes that cultural assets and amenities contribute to the economic vitality of all communities in every region of the province.

Creativity

Culture feeds our ability to imagine, invent, discover, and create. The development of all new advancements in human endeavour—new disruptive and transformative technologies, new business practices, intelligent cities—are spurred by the creativity that comes from cultural experience. Simply put, imagination and creativity are necessary for all innovation. Our cultural policy seeks to foster creativity at the community level and support the work of professional creatives across all of our cultural industries and across the rest of the economy.

Diversity and access to culture

Manitobans see diversity as a strength and a source of untapped potential and opportunity. Inclusivity and equity require proactive measures that can build a sense of belonging and cross-cultural understanding. Such measures can expand and enrich the cultural offering itself. Manitoba’s cultural policy supports the principle that all people should have equitable opportunities to participate in and contribute to cultural experiences, regardless of their geographic location, ability, age or background.
**Indigenous culture**

Our government is committed to reconciliation, which is founded on respect for Indigenous nations and Indigenous peoples and their history, languages and cultures. Manitoba’s policy supports Indigenous artists and views Indigenous self-determination as a fundamental principle with respect to Indigenous cultural development. Our policy recognizes the importance and significance of Indigenous culture and the reconciliation process.

**Partnership**

Individuals, organizations, and governments all working together is what makes a strong cultural sector possible. Every area of cultural achievement depends on the collaborative efforts of tens of thousands of people, a significant number of whom are volunteers. This cultural policy recognizes and encourages the shared efforts of both the public and private sectors that are needed to financially support, as well as develop and deliver, cultural experiences for all Manitobans.

**Stewardship and accountability**

As with all government investments, Manitoba’s supports for culture should adhere to the highest possible standards of public stewardship. Our investments should be responsive to community needs, achieve the intended outcomes and provide value for money. We are accountable for realizing the maximum results within the available resources, while streamlining our funding programs and reducing the administrative burden on our partners.
Our Way Forward: Action Plan

Though hundreds of ideas were expressed and discussed during the community consultation, consistent themes emerged. Each of these themes is outlined in the following pages as Priority Areas, accompanied by specific activities necessary to achieve the goals of each priority.

**Priority Area 1 – Fostering economic development**

Manitoba’s cultural and creative industries have emerged as an economic powerhouse. According to Statistics Canada’s Cultural Satellite Account, culture GDP accounted for $1.6 billion of the total Manitoban economy in 2016. There were more than 22,500 culture jobs in Manitoba in 2016, or 3.4 percent of all Manitoba jobs. This is more than all jobs in agriculture; roughly equivalent to all jobs in Manitoba’s air, rail, water and ground transportation sectors combined; and almost five times as many jobs as in Manitoba’s utilities sectors. In terms of GDP, the culture sector outperforms other Manitoba industries considered to be major economic drivers. Manitoba’s culture GDP in 2014 ($1.6 billion) was nearly equivalent to that of crop and animal production ($1.8 billion) and electric power generation, transmission and distribution ($1.7 billion).

Over the past decade, the economic importance of culture has accelerated. Globalization has expanded international markets for Manitoba-made cultural commodities and has increased commercial opportunities for all creative enterprises. Technological advancements have provided new means of production, fostered new forms of creative and artistic expression, and provided new ways for creative and cultural workers to collaborate with one another.

And new technologies have given birth to new business models, new distribution channels, revolutionary marketing methods, and vastly-expanded consumer choice and access. Manitoba’s creative industries are already reaping the benefits of these changes.

In our consultations, Manitoba’s business community spoke in unison about the importance of culture to the economic vitality of the province. Culture contributes to a positive image and serves as a magnet for commerce and trade, providing jobs, attracting investment and increasing GDP. The powerful links between creativity and innovation were also noted, as Manitoba’s economic future increasingly becomes tied to its innovation agenda. At the local level, culture is a potent force in community economic development and tourism. All agreed that building strength and resilience in cultural organizations yields direct economic benefits.
To maximize the economic potential of Manitoba’s cultural and creative industries, we will:

- Ensure that provincial and regional economic development strategies consider the impact of culture and creativity in the development of policy and initiatives.
- Encourage Travel Manitoba to continue to strengthen cultural tourism – including Francophone and Indigenous-led tourism – as well as tourism related to arts and heritage and support the development of world-class cultural products and experiences aligned with provincial tourism priorities.
- Foster the growth of creative and cultural small businesses by: (1) supporting the development of cutting edge cultural products and experiences; (2) supporting market development, access to export markets, and export readiness; and (3) supporting business skills development, innovation, entrepreneurship, access to capital, and digital adaptation.
- Modernize and streamline support for cultural labour force development, ensuring that programs are responsive to industry needs and contribute to skills development and sustainable employment.
- Review Manitoba Film and Music as the province’s principal creative industries development agency, to modernize the organization’s mandate, programs and services, ensuring alignment with Manitoba’s strategic priorities.
- Review the Film and Video Tax Credit, Book Publishing Tax Credit, Cultural Industries Printing Tax Credit, and the Interactive Digital Media Tax Credit, to ensure that they continue to align with Manitoba’s economic goals.
- Ensure that Manitoba’s cultural policy priorities are clearly articulated and communicated at federal regulatory, legislative and policy consultations related to culture.
- Foster community economic development through culture by raising awareness of the role that cultural activities and amenities play in attracting investment and business in communities across the province.
- Support the review of the Manitoba Centennial Centre Corporation’s business model and operations, to modernize the organization’s mandate, programs and services, ensuring alignment with Manitoba’s strategic priorities.
Priority Area 2 – Understanding and promoting the value of culture and creativity

Our first priority area had to do with recognizing and maximizing culture’s economic contribution, but of course culture means so much more. In our Imagine Creative Manitoba consultation, participants talked about how cultural participation improves physical and mental health, and is especially important for youth and the elderly. We heard about the power of creative expression in challenging circumstances and about the ways that culture can help to restore spiritual and emotional balance. Arts education can reduce delinquency, increase the likelihood of graduation and the pursuit of post-secondary education. Cultural experiences make people more compassionate, empathetic and more humane and create the potential for reconciliation, hope and healing.

And yet, many felt that the benefits of a vibrant and active cultural life can remain hidden, unacknowledged or taken for granted. There was consensus that we need to recognize culture’s value, increase its exposure both within government and among Manitobans, and celebrate our cultural achievements.

Manitoba’s culture policy will ensure there is accurate data and information regarding the substantial social and economic contributions of culture to our province, and ensure those contributions are broadly acknowledged in the public sphere. We will:

- Celebrate culture and disseminate information on Manitoba’s cultural and creative achievements.
- Promote the value of cultural investments to private sector partners, donors and philanthropists.
- Maintain, support, and disseminate information on cultural economic impacts and employment data through Statistics Canada’s Culture Satellite Account.
- Monitor research and industry intelligence on the social value and contributions of culture and maintain up to date information on matters of public policy affecting culture.
**Priority Area 3 – Ensuring diversity, inclusion and accessibility**

In their responses to the Imagine Creative Manitoba consultation, Manitobans made it clear that diversity is valued and that all people in the province should be represented in cultural activity. Diversity is a strength and a place of untapped potential and opportunity. Consultation respondents told us that valuing diversity means broadening and deepening what culture has to offer, multiplying forms of expression, expanding the creative pool and enriching the story of Manitobans overall. Manitobans want to see barriers reduced so that cultural programming and services can be accessed by all those living with disabilities, specifically people living in rural and remote areas.

Being more inclusive in cultural programming – seeing diversity onstage, in heritage presentations and archives, and in the creative media – allows all Manitobans to see themselves and their histories reflected, thereby inspiring marginalized communities and individuals, creating a sense of belonging, connecting newcomer populations with their new communities and building cross-cultural understanding.

Manitoba’s culture policy will foster an environment that is representative of its population, including historically underrepresented racial and ethnic groups, LGBTQ* and two-spirited people, people with disabilities, and Indigenous and newcomer populations. It will be inclusive, so that all people feel valued and respected and have equitable access to the same opportunities. It will be accessible to all, and work to reduce barriers and foster greater participation, especially among seniors and people living with disabilities in the community. We will:

- Work with funding agencies and grant program managers to support diversity, inclusion and accessibility in all processes related to public funding of culture.
- Work with Indigenous people, including First Nations, Inuit and Métis, to foster reconciliation, preserve and promote Indigenous history, traditions, languages and culture, and support Indigenous artists and cultural stakeholders.
- Respect, promote and support Francophone culture in Manitoba, to ensure a vibrant and visible French cultural milieu.
- Work with the Francophone community to access new markets for Francophone tourism, and maximize the effectiveness of Manitoba’s Francophone cultural organizations.
- Work with ethnocultural stakeholders to create awareness of the social, civic and economic benefits of multiculturalism, and support strategies to address racism, systemic discrimination, marginalization and social exclusion.
- Work with cultural organizations to assist them with understanding and meeting the requirements of the Accessibility for Manitobans Act (2013).
- Ensure equitable opportunities to engage in cultural activities across all regions of the province, including urban, rural and northern.
Our Way Forward: Manitoba’s Culture Policy and Action Plan

Priority Area 4 – Supporting culture in communities and everyday life

Our consultations revealed how important culture is in the everyday lives of Manitobans all across the province. When people make music together, enjoy a play, take art classes, attend a concert, write poetry, learn traditional folk dances, celebrate through festivals, visit a museum or engage in any of a thousand other cultural and creative pursuits—this experience matters. The livability and vibrancy of our communities is improved immensely through the presence of arts and culture.

We heard about how arts and heritage organizations encourage volunteer development and community service. Libraries help people become educated, participating and compassionate citizens. Archives preserve records of our society’s accomplishments, support and protect human rights and ensure historical accountability. The records kept by archives include our society’s accomplishments and the events that we must learn from as people. We heard about how public art and heritage buildings contribute to a sense of place and enhance identity. The presence of a library, arts centre or heritage centre, preferably all three, helps people stay in a community.

Manitoba’s culture policy will ensure Manitobans enjoy a rich cultural life in their local community, and have access to cultural experiences that allow them to explore their creativity, tell their stories, preserve, understand and celebrate their history, build cultural understanding and meaningfully connect with one another. We will:

• Encourage municipalities to integrate culture into their decision-making and planning processes, and to work with their local cultural organizations to maximize value from a thriving local cultural scene.
• Incentivize private sector support for museums and archives by creating a heritage trust program that will increase endowments for museums and archives.
• Support tourism attractions, museums and festivals in communities to allow Manitobans to celebrate and build awareness of their stories, their histories and their aspirations.
• Work with communities and provincial agencies having land management responsibilities to retain heritage resources as part of sustainable development efforts.
• Support Manitobans efforts to identify, protect and celebrate their documentary heritage.
• Review and modernize programs that support community arts and events, libraries, heritage and archives to improve the resiliency and sustainability of community-based cultural organizations.
• Review the public library funding model and realign provincial funding to develop a strong and sustainable public library sector.
• Promote the value of cultural volunteerism to strengthen the capacity of cultural organizations and to encourage cultural participation.
• Support arts education, heritage education and cultural literacy through school-based partnerships, community cultural organizations, libraries and other community cultural hubs.
• Support programs and initiatives that seek to increase broadband connectivity to First Nations, rural and northern Manitoba communities.
Priority Area 5 – Modernizing cultural funding programs

Improving our cultural funding model is a high priority for our government and is aligned with the broader goal of improving government services to Manitobans overall. As we traveled throughout the province, cultural stakeholders told us that our programs are too complex, that there is program overlap, and that working with our funding programs can be overly burdensome and time-consuming. Our clients and partners asked to spend more time on their core business and less time dealing with an outmoded and onerous funding system. They asked for more stability, longer funding cycles, and clearer program objectives and performance measures.

Manitoba’s culture policy will modernize and simplify cultural funding programs. It will ensure government’s priorities for culture are clear, and that government focuses resources on achieving priority outcomes. We will:

- Undertake a regulatory requirements review that will reduce red tape and lower the cost of complying with funding programs and regulations for cultural stakeholders.
- Support a government-wide review of grants to community-based, non-government organizations, to develop recommendations for streamlining grants, simplifying application processes, and strategically managing grant-related expenditures across government.
- Establish effective mechanisms for communication and cooperation across departments and agencies to ensure a more efficient coordination of resources.
- Develop a government e-portal for grants and contributions ensuring that funding opportunities are well known and accessible to all Manitobans and prioritize the move to online grants administration.
- Support the Manitoba Arts Council’s modernization of its funding programs, granting framework and assessment processes. This will improve supports for professional arts, community arts, Indigenous arts, arts education and new and evolving forms of art making and will reduce red tape and improve the transparency and accountability of its funding programs.
## Fostering economic development

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### Understanding and promoting the value of culture and creativity

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**Ensuring diversity, inclusion and accessibility**

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*Our Way Forward: Manitoba’s Culture Policy and Action Plan*
## Supporting culture in communities and everyday life

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<td>Support programs and initiatives that seek to increase broadband connectivity to First Nations, rural and northern Manitoba communities.</td>
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Arrows indicate time period of estimated work.
**Modernizing cultural funding programs**

<table>
<thead>
<tr>
<th>Strategic Action</th>
<th>Underway</th>
<th>2019</th>
<th>2020 and Beyond</th>
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<tbody>
<tr>
<td>Undertake a regulatory requirements review that will reduce red tape and lower the cost of complying with funding programs and regulations for cultural stakeholders.</td>
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<td>Support a government-wide review of grants to community-based, non-government organizations, to develop recommendations for streamlining grants, simplifying application processes, and strategically managing grant-related expenditures across government.</td>
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<td>Establish effective mechanisms for communication and cooperation across departments and agencies to ensure a more efficient coordination of resources.</td>
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<td>Develop a government e-portal for grants and contributions ensuring that funding opportunities are well known and accessible to all Manitobans and prioritize the move to online grants administration.</td>
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<td>Support the Manitoba Arts Council’s modernization of its funding programs, granting framework and assessment processes. This will improve supports for professional arts, community arts, Indigenous arts, arts education and new and evolving forms of art making and will reduce red tape and improve the transparency and accountability of its funding programs.</td>
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*Arrows indicate time period of estimated work.*