



## STAFF REPORT ACTION REQUIRED

### Measuring the Impact of Culture Grants

<b>Date:</b>	September 1, 2015
<b>To:</b>	Economic Development Committee
<b>From:</b>	General Manager, Economic Development and Culture
<b>Wards:</b>	All
<b>Reference Number:</b>	AFS – 21077

#### SUMMARY

Cultural grants have been disbursed by the municipal order of government in Toronto since 1957. In 2014, the total amount of funding disbursed through cultural grants was \$27,819,150. This report reviews the investments made, the challenges and long-term goals in measuring impact and outcomes; and the importance of continued data collection and analysis to ensure strong, evidence-based policy for the City's cultural funding programs. All City cultural grant programs comply with the City of Toronto Community Grants Policy ensuring that funded organizations are Toronto-based, consistent with City goals, comply with the City's commitment to Equity, Diversity, and Human Rights, and meet program standards and performance measures. Results of all funding decisions are transparent and available to the public online.

The objectives of these investments are to increase access and participation, to support the development of new artists and arts forms, to promote the visibility of culture to the community and private sector supporters, and to help build culture into the fabric of everyday life in Toronto. The priorities of the new funding to cultural grant programs were to fund arts activity outside the downtown core, increase opportunities for young and emerging artists, develop partnerships to increase the impact of the funding, increase opportunities for youth and community arts activities, increase the capacity for small and medium-sized professional arts organizations, improve cultural facilities, and foster greater collaboration between the cultural sector and other organizations with social and economic development mandates.

A review of funding decisions and resulting activities indicate that the new grant funding has had direct impact on the ability of Toronto's cultural sector to pursue the objectives above. While it is too early to report on long-term outcomes, program outputs indicate greater attendance and participation has been achieved, more cultural activity is being

funded outside the downtown core, new and emerging artists have been funded in greater numbers than before, small and medium sized organizations have increased their fundraising capacity, and new collaborations have been supported with the new funding.

## **RECOMMENDATION**

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The General Manager of Economic Development and Culture recommends that City Council receive this report for information.

### **Financial Impact**

There are no financial impacts arising from the receipt of this report beyond what has already been approved in the current year's budget.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

## **DECISION HISTORY**

At its meeting of June 11, 2013, Council approved the principles and priorities for new funding to reach the \$25-per-capita benchmark, and the performance measures and outcomes anticipated with the investment in cultural programs.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.ED22.3>

At its meeting of December 16, 17 and 18, 2013, City Council approved the renewal of its agreement with Toronto Arts Council for a five year term, effective January 1, 2014 to December 31, 2018, for the administration and distribution of arts and culture funding on behalf of the City of Toronto.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.ED27.5>

At its meeting of August 19, 2014, Economic Development Committee requested the General Manager of Economic Development and Culture to work with Toronto Arts Council and report to the Economic Development Committee early in 2015 on the impact of increased culture funding in 2013 and 2014.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.ED33.13>

At its meeting of March 10, 2015, City Council requested that the General Manager, Economic Development and Culture report to the July 7 and 8, 2015 City Council meeting on how to better measure the impact of grant funding, and on tracking spending in order to ensure transparency.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX3.4>

## **ISSUE BACKGROUND**

Since 2003, four different City administrations committed to increasing investment in culture and reaching a target of \$25 per capita. A significant portion of that funding was intended to be invested directly through the City's cultural grant programs to recipient organizations. In May 2011, *Creative Capital Gains* was unanimously endorsed by City Council, and in September 2013 the City's *Strategic Action Plan* was adopted with a plan to "Invest in Culture" listed as Strategic Action 2. These Strategic Actions are designed to advance Council's vision, mission and goals for Toronto.

Over the past three annual operating budgets (2013, 2014 and 2015), the cultural sector has received significant new funding from the City. This report focuses on the grants disbursed by the City to the not-for-profit sector that is primarily responsible for providing citizens with arts programs, services, and opportunities. While a substantial portion of the funding increases have gone in to grant programs, some allocations were made to the City's programs it delivers directly such as the newly established music sector position, the Cultural Hot Spot program, the City's museums and this summer's Panamania festival which accompanied the Pan/Parapan American Games. In 2014, total program funding to cultural grants was \$27,819,150.

The three main cultural grant programs are: the Toronto Arts Council (TAC) which operates at arm's-length from the City; the Major Cultural Organizations (MCO); and the Local Arts Service Organizations (LASO). Both the MCO and the LASO programs provide annual operating support to a limited number of organizations directly.

Measuring the impact of these grants is an essential part of program evaluation. The City of Toronto, its intergovernmental funding partners, private and corporate funding partners, and the grant recipients themselves, are all highly engaged in collecting evidence of both program outputs and outcomes to ensure public accountability and measurable impact.

## **COMMENTS**

The City of Toronto has disbursed grants to the not-for-profit arts and culture sector since 1957, when the former Regional Municipality of Toronto funded 10 arts organizations. Toronto Arts Council (TAC) was established in 1974 as the City's main arms-length funding organization. The majority of Toronto's professional not-for-profit arts and culture organizations funded by the municipality receive their funding through the TAC and their grant applications are adjudicated through a peer-review process.

The City of Toronto's Economic Development and Culture Division has three other cultural grant programs it administers directly: Major Cultural Organizations, Local Arts Service Organizations, and Culture Build; each program responds to a specific program objective.

City of Toronto arts grants do not create the city's cultural activity, but they do influence and enhance the conditions that allow it to thrive. The capacity of all arts organizations relies mainly on money which is spent on talent, capital, operations and marketing. The City of Toronto's cultural grants assist organizations and individuals working across the spectrum of professional and community arts, and enables organizations and individuals to serve and enhance the cultural life of the community.

For most cultural organizations, municipal funding through grants comprises only one small part of the funding mix. Generally, there is some earned revenue, private and corporate donations, endowment funds, and public funding from federal and provincial programs and agencies. Because it is difficult to measure the impact of just one source, public funders have been working together for more than a decade to collect robust and accurate data through a shared program. Much of the long-term performance trends of the sector are captured through the Canadian Arts Data/Données sur les arts au Canada (CADAC) system.

It is important to understand that the fiscal years of the vast majority of arts organizations do not correspond with the City's fiscal year. Grants allocated in one calendar year, may be spent in the following calendar year and reported on six months after that. Therefore, there is usually an 18 – 24 month lag between the time the allocations are made and when aggregated data is available. Further, what we are able to examine now are program outputs and short-term impacts, rather than program outcomes and longer-term impacts. In other words, not enough time has passed for staff to determine conclusively that these new investments have increased access and participation supported the development of new artists and arts forms, promoted the visibility of culture to the community and private sector supporters, and built culture into the fabric of everyday life in Toronto. Indicators do indeed point in that direction, but longer term trends and gathering of multiple sources of data are required to demonstrate changes in levels and patterns of behaviour of cultural producers and participants.

As well, it will continue to remain a challenge to measure the qualitative output of cultural funding since both the collective and individual experience of arts and cultural activity remains an intensely subjective experience. We can look towards other indicators of well-being such as levels of volunteerism, civic engagement, and levels of pride in the community, educational attainment, to indicate the kinds of long-term impact cultural activities have in a community. It is essential for the City of Toronto to continue to participate in partnerships and joint ventures with other orders of government and other funders to collect data, research and analyze long-term trends. It is only by investing in shared data collection that the City can ensure program evaluation remains robust and evidence-based. Together, the partners can work to find performance measures that more fully capture the impact of what we fund.

### **Ensuring Transparency**

Economic Development and Culture grants are administered in accordance with the City of Toronto Community Grants Policy. The policy was developed in 1998 in the context

of amalgamation to bring coherence and a measure of standardization to the varied funding activities from the former municipalities. The policy established basic roles and responsibilities for the administration of funding programs and the minimum requirements of funded organizations.

<http://www1.toronto.ca/City%20Of%20Toronto/Shared%20content/Articles/Community%20Grants%20Policy%20All.pdf>

All Economic Development and Culture grant allocations are posted on the Community Partnership and Investment Program (CPIP) grants webpage.

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=4b16ba2ae8b1e310VgnVCM10000071d60f89RCRD>.

In addition, allocations made in each of the main cultural grant programs are posted on their individual pages.

### **Ensuring Accountability**

All grant recipients, with the exception of the TAC's individual and project grants, are held accountable to the boards of their individual organizations, as well as the Board of Directors of Toronto Arts Council and/or to City Council. Staff of recipient organizations report the use of grants received to their organization's board. It is the responsibility of the board to ensure those funds are used based on the criteria and assessment of each of the grant streams. Each client receiving operating grants is responsible for reporting financial and statistical information on the CADAC system in order to be considered for ongoing or future funding.

### **Toronto Grants Coordinating Committee (TGCC)**

The TGCC is the coordinating body composed of representatives from City divisions that administer grants on behalf of the City. EDC and TAC program staff take part in TGCC bi-monthly meetings. The primary purpose of the TGCC is to coordinate the provision of city-wide grant information, share expertise and efforts for program improvements, and to provide advice to divisional programs that draw on grants policy and city-wide grant delivery experience. The work of the TGCC has focused on areas where programs have similar issues and challenges, and provides a mechanism for providing common information to Council on grant issues and delivery.

### **Measuring Impact**

The impact of cultural grants are measured through financial reporting and the annual collection of self-reported statistics. Key financial measures include funds leveraged by City investment in arts and culture grants (earned revenues, private revenues and other public revenues). Important statistical measures include total attendance/participation; total number of new works; arts education and arts learning activities; total number of volunteers. These measurement mechanisms allow the City and the arts community to highlight trends, patterns and relationships that foster growth of the sector.

## Canadian Arts Data/Données sur les arts au Canada

Canadian Arts Data (CADAC) is a web based application dedicated to the collection, dissemination and analysis of financial and statistical information about Canadian arts organizations. CADAC data allows the funding members to track and report on arts funding based on valid, accurate information. CADAC financial information is checked against organizations' audited financial statements.

Through CADAC, the City is part of a joint effort of arts funders (federal, provincial and municipal) across the country, that gives organizations a simplified and accurate process for applying for operating grants. Arts organizations making application to multiple funding agencies submit their financial and statistical information in a single format, to a single source. They have access to their own historical data and to reports both on their own organizations and comparisons to all similar organizations in the database. Individually and collectively, the City is better able to report on the health of the sector and the impact of the arts in the city.

<https://www.lecadac.ca/welcome.html>

## Culture Satellite Account

The impact of arts and culture on Toronto's economy includes both the not-for-profit arts sector and the for profit cultural industries that include publishing, media, music and screen-based production. All orders of government are eager to measure the economic output of the cultural economy. The City is part of the Culture Satellite Account (CSA), a joint initiative of Statistics Canada, all provinces and territorial governments, other federal agencies, numerous other cities through the Creative Cities Network of Canada and other non-governmental organizations. The CSA provides measures of the economic importance of culture (inclusive of arts and heritage) in Canada in terms of output, gross domestic product and employment. The first reports of gross domestic product output by the cultural sector were issued in 2014 based on 2010 economic data.

<http://www.statcan.gc.ca/daily-quotidien/140910/dq140910b-eng.htm>

Data is available at the provincial level. <http://www.statcan.gc.ca/pub/13-604-m/2015079/eco-eng.htm>. Culture GDP in Ontario was \$21.9 billion in 2010, representing 3.7% of Ontario's economy. This accounted for 45.9% of culture GDP in Canada. The number of culture jobs was 278,801, or 4.1% of the total jobs in Ontario.

While the current reports do not allow for data analysis at a municipal level, based on other economic indicators the City uses to measure the economic output and employment of the cultural economy, it will be possible to compare data sets and make reasonable estimates. The CSA provides reliable economic impact data on the cultural sector and while it cannot directly measure the impact of grants, it does measure economic output of a sector that relies on core creative activity that begins with artists and the creation of original ideas and materials, often in the not-for-profit sector.

## **City of Toronto's Cultural Grant Programs**

### Aggregate CADAC Data 2010 - 2013

The chart below shows aggregate data from the City's main cultural grant programs from 2010 to 2013. Because the fiscal years of most arts organizations do not correspond with the calendar year, reporting back from recipients is generally 18 - 24 months after being awarded grants. Reliable data is only available until 2013; aggregate financial and statistical data are not yet available for 2014 and 2015 recipients.

From 2010 – 2013, total revenues grew by \$39 million, increasing most for recipient organizations in the areas of private funding and earned revenues. Private sector revenue grew by nearly \$20M. Just as importantly, earned revenues grew by over \$18 million from 2010 to 2013 (\$131.6M to \$149.9M). Funding from the federal government dipped by \$1.8M (i.e. a 4.5 % total reduction over the 4 years).

The drop in provincial funding was more substantial: from \$61.1M in 2010 to \$55.8M in 2013 which equates to a 9% reduction. The majority of this loss can be accounted for by the decrease in provincial funding to the Art Gallery of Ontario. In 2010, following the completion of the capital project, Transformation AGO, the Province gave the AGO an infusion of operating dollars. In 2013 the AGO saw a decrease in provincial funding from \$25,606M to \$21,647M.

Despite public sector decreases, there was overall growth in revenues. This growth contributed to an increase in the total number of events. In 2012-13 there were 3,000 more events than the previous year and attendance rose by 1,763,102 attendees. From 2010 to 2013, total aggregate attendance at City-funded events grew by over 3 million. This data is based on audited financial statements from recipient organizations and self-reported attendance numbers.

**City of Toronto Culture Grant Recipients  
Sources of Revenues**

		2010	2011	2012	2013
Toronto Arts Council		\$ 10,241,870	\$ 10,241,870	\$ 10,241,900	\$ 14,241,900
Major Cultural Organizations		\$ 5,830,960	\$ 6,030,960	\$ 6,030,960	\$ 6,755,000
Local Arts Service Organizations		\$ 533,410	\$ 533,410	\$ 533,410	\$ 833,410
<b>City of Toronto Total</b>		<b>\$ 16,606,240</b>	<b>\$ 16,806,240</b>	<b>\$ 16,806,270</b>	<b>\$ 21,830,310</b>
Private		\$ 100,191,000	\$ 109,439,000	\$ 115,996,000	\$ 120,474,000
	Provincial	\$ 61,121,000	\$ 63,393,000	\$ 62,390,000	\$ 55,813,000
Other Public Funding	Federal	\$ 41,220,000	\$ 40,742,000	\$ 40,587,000	\$ 39,424,000
Earned		\$ 131,632,000	\$ 131,412,000	\$ 139,606,000	\$ 149,995,000
Other Revenues		\$ 8,564,000	\$ 10,008,000	\$ 9,280,000	\$ 10,891,000
<b>Total Revenues</b>		<b>\$ 359,334,240</b>	<b>\$ 371,800,240</b>	<b>\$ 384,665,270</b>	<b>\$ 398,427,310</b>
<b>Events</b>					
<b>Total Events</b>		<b>26,799</b>	<b>24,166</b>	<b>24,202</b>	<b>27,258</b>
<b>Attendance</b>					
<b>Total Attendance</b>		<b>14,877,650</b>	<b>16,590,482</b>	<b>16,585,794</b>	<b>18,348,896</b>

Source: based on organizations total aggregate revenues; allocation amounts include operating funding; TAC data includes both operating and project funding; operating funding verified by (Canadian Arts Data - CADAC) using organizations audited financial statements; 2010 successful grant recipients data taken from FY 2010-2011 CADAC data etc.; aggregate revenues rounded to the nearest thousand

Note that between 2010 and 2013 for every dollar the City invested in Toronto's arts and culture organizations, the grant recipients in turn were able to leverage over \$20.00 from other sources.

### **Toronto Arts Council**

Toronto Arts Council is an external, arms-length organization that operates under an agreement with the City to administer its cultural grant funding to not-for-profit organizations and individual artists across the city. TAC programs are funded through an annual appropriation from the City of Toronto. Organizations and individuals are funded through several categories that include: arts in the community, dance, large institutions, literary, media arts, multidisciplinary arts, music, theatre, and visual arts. Investment in the city's arts and arts organizations through TAC is an established and important mechanism for acknowledging the value of our cultural sector's contribution to the vitality and identity of Toronto.

The Board of Directors of Toronto Arts Council is currently comprised of 29 members. To guarantee accountability, City Council appoints up to five members to Toronto Arts Council's minimum 21 member board. Toronto Arts Council reports annually to Council through the City's Economic Development Committee.

TAC grants are awarded through a peer assessment process, evaluated by a committee or jury of professional artists and arts administrators within a given discipline. Committees



and juries review applications for funding and make grant recommendations to the Toronto Arts Council Board of Directors.

### **Impact of new funding to the Toronto Arts Council**

Of all of the City's cultural funding programs, the Toronto Arts Council has seen the greatest transformation through new funding. From 2010 - 2012, TAC's total annual grants envelope was \$10.242M. By 2015, the total program funding has increased by over 60% to \$16.079M. Over the same time, the TAC received an increase of \$400,000 in operating dollars for operations and administration. With increased grants funding and operational funding, TAC was able launch a host of new programs and initiatives to serve the sector as well as provide operating increases to long-term clients. The TAC received an increase of 711 applications between 2012 (1,562) and 2014 (2,273). The total number of first time grant recipients during the same period was 703; thus the new funds reached new artists and organizations.

The TAC undertook extensive consultations and this resulted in three main areas of investment: 1) Growth and Sustainability – increasing funds to existing clients; 2) Community Connections – targeted at funding work outside the core, to youth, and to culturally diverse and newcomer communities; and 3) Innovation and Partnerships.

Some of the highlights of the new funding include partnership programs with Toronto's Historic Sites and Museums, artist residencies in Toronto Public Library branches all located outside the core, Artists in the Schools, a partnership program with the Toronto District School Board, and partnership with ArtReach Toronto, providing funds for 30 youth-led arts projects in identified neighbourhood improvement areas. Platform A, funded four established community arts leaders to provide micro-grants to support and develop young and emerging arts practitioners and organizations. In 2014, a program for professional development of Toronto's cultural leaders was launched in partnership with the Banff Centre for the Arts. A total of 71 applications were received for 18 placements.

A \$500,000 investment over two years in partnership with Business for the Arts, created a total of 124 partnerships between 104 businesses and 56 cultural organizations. Sixty-two of these businesses were first-time sponsors. Funds – incentivized through matching funds from Canadian Heritage and TAC – were spent in training small- and medium-sized arts organizations to fundraise in the private sector. The program generated more than \$1.2M in private sector sponsorships and resulted in a total return of \$1.53M to the cultural economy.

Funding for cultural activations along the Pan Am Path was also supported by TAC, as well as funding for productions that were commissioned by TO2015 as part of the Panamania cultural festival taking place alongside the Pan/Parapan American Games.

## **Major Cultural Organizations**

The Major Cultural Organizations (Majors) program provides core funding to 11 not-for-profit organizations (Art Gallery of Ontario, Toronto Artscape Inc., Canada's National Ballet School, Festival Management Committee [Scotiabank Caribbean Carnival Toronto], George R. Gardiner Museum of Ceramic Art, National Ballet of Canada, Pride Toronto, Toronto Festival of Arts, Culture and Creativity [Luminato], Toronto International Film Festival Group and Toronto Symphony Orchestra) that are recognized as unique cultural ambassadors for Toronto. These cultural attractions have a significant economic and cultural impact and play a major role in enhancing the local cultural ecology; they bolster Toronto's reputation as a worldwide cultural destination.

In 2014, the Majors total attendance was 6,397,791 (compared to 5,471,560 in 2013); total number of public activities, 12,664; total number of arts education/learning activities, 9,226; number of volunteers 9,156, who contributed 367,100 volunteer hours.

[www.toronto.ca/majors](http://www.toronto.ca/majors)

The Toronto International Film Festival is a good example of how increases have affected organizations. TIFF received the most significant increase amongst the Majors. This was in recognition that TIFF had significant increased expenditures as it was operating a major new facility and offering year round arts programming. The City was able to respond to their changes. In 2011, the first full year of the TIFF Lightbox operations, TIFF received a grant of \$800,000 on total revenues of \$32 million. It had planned for operating deficit as it transitioned to its new home. In 2014, TIFF received an allocation of \$1,050,000, on total revenues of \$41.2 million (2014 audited financial statements), and posted an operating surplus that allows the organization to begin paying off its accumulated deficit from the costs of acquiring the facility. TIFF also reports that there were 1.83 million attendees across all of TIFF's activities in 2014, an increase of over 400,000 from 2011's reported attendance of 1.42 million. As TIFF celebrates its 40<sup>th</sup> Anniversary in 2015, it has ensured that it reaches the next generation of filmmakers and audiences through outreach and education programs such as the Pocket Fund which helped 3,491 children and youth attend screenings at the Lightbox, and the Special Delivery program which brought workshops and mentorships to 1,784 children and youth.

## **Local Arts Service Organizations**

The Local Arts Service Organizations (LASO) is a program that provides core financial support to six not-for-profit organizations (Arts Etobicoke, East End Arts, Lakeshore Arts, North York Arts, Scarborough Arts and Urban Arts). LASOs are community-based arts and cultural organizations that are essential to a vibrant community arts infrastructure; all are located outside the downtown core. LASOs strongly support the City of Toronto's work in neighbourhood improvement areas and underserved geographic areas by providing inclusive opportunities for children and youth and participants from a broad demographic spectrum. The LASOs have been successful in reaching out to local populations that otherwise might not have participated in the varied

arts opportunities they offer. The impact of their increased funding has had some of the most significant impact in increasing access and activity in neighbourhoods across the city.

The most significant impact of new funding was the creation of North York Arts and East End Arts, which are now well established in their communities. In 2014, the LASOs total attendance was 115,225 (compared to 90,742 in 2013); total number of public activities, 419; total number of arts education/learning activities, 948; number of volunteers, 731 who contributed 12,200 volunteer hours.

[www.toronto.ca/lasos](http://www.toronto.ca/lasos)

Some of the highlights of new initiatives undertaken by LASOs with new funding are:

**Arts Etobicoke's** partnership with the City in programming, the *Cultural Hotspot West*. Arts Etobicoke partnered with another LASO, **Lakeshore Arts**, to present the first signature project, *Dancing In The Third Act*, a dance for 12 seniors choreographed by esteemed Canadian choreographer Randy Glynn. The dance took 3 months to rehearse and was performed for 750 people. **Lakeshore Arts** also partnered with Friends of Pan Am Path, and organized the *Walking Wave* parade, a day of celebration featuring visual art, music and dance, culminating in a community parade along the path. Lakeshore Arts worked with local schools, community centres and libraries to run a variety of workshops exploring themes of home, identity and stories of community.

**East End Arts** presents *the East End Poetry Festival*, an initiative of Toronto's Poet Laureate George Elliott Clarke. Held at Children's Peace Theatre, the event aims to promote public appreciation of poetry and its crafters, celebrate the written and spoken word, and showcase the talents of poets living in the east end of the Toronto.

**North York Arts** partners with the community to produce the *Cultura Festival*, a community showcase of local and international artists and performers, with musicians, buskers, dancers, chefs and film screenings. *Cultura* offers a wide range of cultural, educational and social opportunities, building community through programming the first four Friday nights in July.

**Scarborough Arts** were major partners for *Cultural Hotspot East* that deepened community alliances, forged new partnerships, and provided skills development opportunities for local youth and artists. Core programs included *Wallflowers*, *Spaces We Live In, Write On!* and the *Bridging Festival*.

**Urban Arts** partnered with Dan Bergeron to explore the history of Weston-Mount Dennis through *Activate! West-Mount Dennis*. The result of their collaboration is a multi-part mural, created through engagement with local residents and youth.

## **CONCLUSION**

Program outputs indicate that new cultural funding is having an impact in underserved areas, particularly for youth and community arts, activities outside the downtown core, and increasing partnerships and collaborations. Available data indicates that the increase in cultural grants is having the intended effect of creating greater accessibility, improving the capacity to earn revenues, and increasing the attendance and participation in cultural programs. New cultural funding is reaching artists and organizations committed to diverse communities, seniors, and youth. New partnerships and initiatives are helping to reach Toronto visitors and residents across the city. The emphasis on distributing new funding outside the downtown core is having a significant impact on the development of new programs by the LASOs and the Toronto Arts Council.

Longer-term trends and reliable data on the impact of program funds require more time and further tracking. Continued collaboration with other funders will support the collection of reliable and robust data to measure longer-term program outcomes.

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